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CURRICULUM CHANGE IN LANGUAGE ARTS IN ALBERTA: A CASE STUDY

by

HERME JOSEPH MOSHA

©

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

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DEDICATED TO THE MEMORY

OF MY GRANDFATHER

GERARD NGATAMBAKWI WAMBERI

AND MY SISTER

ANGÉLITA MAMATAABU

ABSTRACT

The purpose of the study was to add to the existing knowledge about how curriculum is developed, how policy evolves, how different individuals and interest groups articulate their demands and how the government influences the process by providing an analysis of the factors associated with the change in the Language Arts curriculum in the Province of Alberta. In order to realize this end, an eclectic approach was used to combine ideas from various models to build a model for data needs and data analysis in the hope that the goodness of fit between the purpose of specific research and the derived framework would be enhanced.

The basic component of the derived framework was the Walker (1970) model which was placed in the context of the open systems theory with his concepts of platform, deliberations and design relating to input, conversion process and output. The major feature of the conceptual model was its point of view that the world or society is holistic in nature, requiring public policymaking to be examined from that orientation. Its major focus was on the interrelationship and interdependence among system components. Through the application of this model it was evident that factors falling outside the school teacher's domain of responsibility had to be considered as naturalistic, interactive forces when looking for solution to a policy problem.

A case study approach was used and information needed to fulfill the purpose of the study was collected through documentary review and interviews. The progressive nomination technique was used to

identify interviewees. Semi-structured interviews were used. Interviews were taped except at the request of the interviewees and a written transcript prepared for each interview. Transcripts were verified by interviewees in order to enhance reliability of information provided. All data subsequently were subject to content analysis to extract information relevant to the curriculum change. A "triangulation" process was applied to cross-validate and to ensure reliability of information.

A salient observation from the study was that curriculum policy-making for the language arts had the characteristics of a highly centralized system whereby centralized committees and board(s) developed the curriculum which was then prescribed to school systems throughout the province. Furthermore, the curriculum development process took a protracted time, involving several committees, that lacked continuity and articulation.

Another observation was that initial decisions on the strategy were hastily made, with scant attention to alternatives; little, if any, hard empirical data were used to justify the change. Furthermore, the change process was somewhat closed, as committee minutes were kept confidential; and there was some indication of political involvement in a highly technical field.

However, latterly some efforts were made to have more diversified representation on the Curriculum Policies Board. There was an excellent use of theoretical knowledge in developing components of the program. The selection of materials to support the new program was well implemented taking into consideration the various stages of scrutiny a book had to undergo before it was selected.

The study had three major implications for the practises of curriculum policy-makers:

(1) policymakers must reconsider whether to keep on changing curricula for the sake of doing so, or to initiate change in response to compelling empirical evidence;

(2) technical input in curriculum deliberations -- if professional educators and other interested publics are not informed of what takes place in the development of a new curriculum and encouraged to provide their views, but are only required to implement it, then the quality, practicability and acceptability of decisions are placed under threat;

(3) in order to avoid embarrassment politicians must develop clear communications with technical experts in their executive branches.

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CHAPTER I

INTRODUCTION AND OVERVIEW OF THE STUDY

INTRODUCTION

On Tuesday, January 10, 1978, the Education Minister, Government of Alberta, Julian Koziak, announced the approval of program changes in Elementary Language Arts, as recommended by the Curriculum Policies Board. According to Communications (1978) Mr. Koziak stated that:

> the language arts program for elementary schools is a re-organization and detailing of a program that had been in place since 1973. The program stresses mastery of basic skills of listening, speaking, reading and writing.

The 1973 program was interim in the sense that it was the first step in a series of actions designed to depart from an earlier format and content. The January announcement was the culmination of a fourteen year effort that was initiated by the Elementary School Curriculum Committee in its meetings held on November 9, 1964 and May 28, 1965. According to the Sixtieth Annual Report of Department of Education (1965:65) the Curriculum Committee:

> provided for the establishment of an advisory Committee to investigate and report upon the feasibility and advisability of adopting an integrated approach to language arts in the elementary curriculum.

It was further stressed by the Minister, according to Communications (1978), that the changes in program were "consistent with the government's continuing priorities to emphasize the basics and to provide province-wide leadership as reaffirmed recently by Premier Lougheed."

The philosophy of an integrated approach to the language arts program was based on the assumption that if language is to be truly

functional teachers must begin instruction with the present experience and competence of the child and fit their teaching into the natural language situation, which is an integrated situation. In this sense, an integrated approach refers to the treatment of all communication skills as being closely interrelated.

The length of time required to reach final approval, the tortuous path it took through many committees, the feelings that were aroused, the arguments that were involved, and the resources that were invested, suggest the value of a case study of this undertaking.

PURPOSE OF THE STUDY

The purpose of the study was to add to existing knowledge about how curriculum is developed, how policy evolves, how different individuals and interest groups articulate their demands and how government influences the process by providing an analysis of the factors associated with the change in the Language Arts Curriculum.

SIGNIFICANCE OF THE STUDY

Eisner (1970:6) has observed that the question of how new curriculum is developed is an unstudied problem in American Education. Walker (1970a:16) has urged the quest for knowledge of the nature of the process. Is it science or art or politics, or is it something altogether new and unique? Baldridge and Deal (1975:5-6) have stated that due to lack of adequate research of educational innovations it is difficult to tell what factors produced changes -- the consultant, the strategy or the Hawthorne effect. Wiley (1970:291) has added that "we are always tinkering with our courses or with our curriculum, even when they are working reasonably

well;" hence the importance of establishing the intended purposes of the change and of monitoring the outcomes.

The study of curriculum change in Alberta can be justified on grounds that it might contribute to theory and knowledge regarding policymaking as a process, and also because of its relevance to policymakers and practitioners who have to deal with the outcomes of change.

The study can also be justified for economic reasons. A case study of curriculum change might provide insight into the efficiency of the change process. The case study may also help to provide information to practitioners of the language arts curriculum on how the decisions were arrived at, and hence contribute to their degree of commitment to the new program.

Finally, the study may provide some basis for further research in educational policymaking, planning and curriculum implementation.

EXPLICATION OF KEY TERMS

The following explanations are given for terms used throughout the study. Only those words which are used frequently are incorporated in this list. Other words are defined as they come up in the text.

Curriculum. Curriculum is defined as the design by a social group for the education experience of their children. The design includes:

> a set of intentions about opportunities for engagement of person-to-be-educated with other persons and with things ... in certain arrangements of time and space (Lewis and Miel, 1972:27).

Language arts. Language arts is defined as a set of communication skills which include listening, speaking, reading, writing and

viewing.

Formal language arts curriculum. This refers to the set of communication skills intended to be learned and/or developed within the "classroom." It is formal in the sense that it undergoes systematic planning, probably by a committee or individual teachers, with specific aims and objectives in mind.

Curriculum changes. Curriculum changes may be corrective or developmental. Corrective changes are designed to remedy identified defects or deficiencies. Developmental changes, on the other hand, are more tentative in that they are natural extensions of practise in directions as yet not fully explored.

Curriculum development process. The curriculum development process includes all activities required in the development of a new curriculum, such as diagnosing, planning, designing, developing, implementing and evaluating.

Program of studies. A program of studies is a document used by the Department of Education which outlines the prescriptive elements in specific subject areas for each of High Schools, Junior High Schools and Elementary Schools.

Curriculum guide. A curriculum guide is a document which outlines the Program of Studies and provides assistance to the teacher in the implementation of instruction.

Open system. An open system is a set of components which act with and upon one another to bring about a state of balance, interdependence, or wholeness (Havelock, 1971:2). An open system is in constant interaction with its environment.

Policy. A policy is a guide to personal as well as institutional behaviour and action. In this study policy refers to a pronouncement of government which directs the course of education.

Planning. Planning is "the process of preparing a set of decisions for action in the future directed at achieving goals by preferable means" (Dror, 1971:3).

Model. In the context of this study the word "model" is used for a conceptual framework which guides the investigations of the problem. The model helps select what issues are important for consideration in analysing the problem and suggests ways of thinking about those issues.

Conceptual Framework

The study required a model of policy formation which recognized the complexities of the educational context. An open systems model was considered suited to the purpose of accounting for the change processes associated with the new language arts curriculum because it takes the world or society in its holistic nature and examines it from that orientation. It stresses the interrelationship and interdependence of the systems components.

The open systems model is diagrammed in figure 1. Essentially it consists of input, conversion and output components, all of which interact in a total environment. The influence of the environment is most pronounced, however, on system inputs. A feedback loop relates output to inputs as a corrective mechanism.

The total environment can be divided into two components: the extra-societal and the intra-societal environment. The extra-social

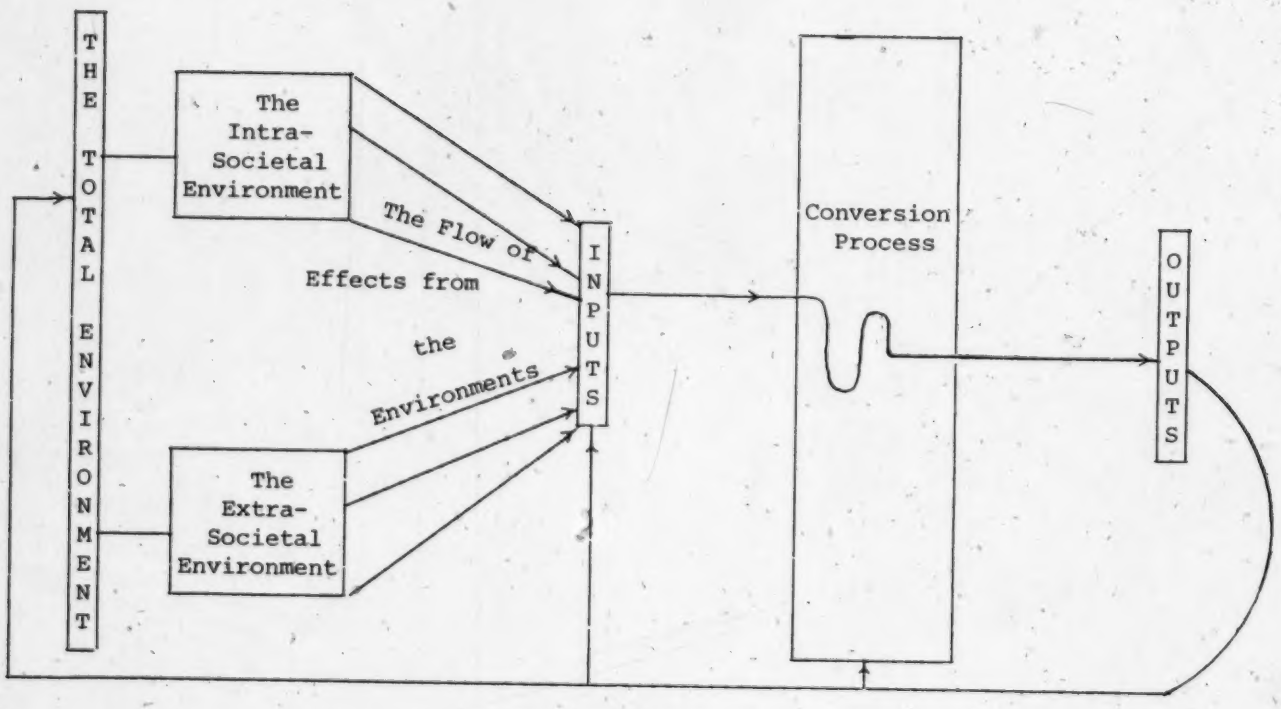

Figure 1

The Open Systems Model

environment refers to any place outside the province of Alberta. The intra-societal environment, on the other hand, refers to all the area within the legal boundaries of the province of Alberta. The flow of effects from either the extra-societal or the intra-societal environment could influence action by the Government to initiate change.

Two kinds of inputs can be identified: problems and values, and resources such as manpower and finance. Inputs can be effected through individuals, groups or organizations.

Conversion deals with the events and deliberations through which input factors are translated into outputs -- in this case curriculum policies.

The output component includes all outcomes of the process both intended and unintended. Not only must all significant outputs be identified, but they must also be evaluated against intentions. Since outputs are perceived in the open systems model to flow continuously, their evaluation provides an opportunity for feedback and correction.

The open systems model provided a broad framework on which any study of change could be based. However, in order to make the framework sufficiently detailed, an eclectic approach was used to combine ideas from other models in the hope that the goodness of fit between the purpose of specific research and the derived framework would be enhanced. The derived framework (figure 2 p. 9) serves as a model for data needs and data analysis. The basic component of the derived framework was Walker's (1970) model. When placed in the context of the open system theory Walker's concepts of platform, deliberations and design relate to input, conversion and output factors respectively. Since Walker's (1970) model was not explicit enough to aid description of the interaction of

the actors and their impact on the curriculum policymaking process, Gergen's (1968) leverage model was used to strengthen the discussion of leverage. Hall's (1977) discussion about the general environment sharpened Walker's discussion of the platform. Hall's key idea which is relevant to this study is that the environment of ideas and beliefs about language arts curriculum and instruction, must be taken into account. At the same time, such facets of the environment, internal to the provincial school system as the technological, legal and political must be considered.

Dror's (1968) optimal model provided the final touches to the conceptual framework. His major contribution to the framework is the importance he attaches to creative output and leadership need to ensure its emergence at appropriate times in the deliberations. Dror also provided a way of investigating outcomes in terms of their predicted effects, their costs and benefits. These same factors are the elements of the feedback loop which must exist and be continuously open as the policymaking process proceeds. Questions related to the process of the change were derived from the model of data needs and data analysis. A detailed account of the derivation of the data needs and data analysis model is provided in Chapter 2.

RESEARCH TASKS

Consistent with the conceptual framework the following research tasks and questions were framed:

Task 1. To spell out the explicit and implicit input components that affected the development of the 1978 Language Arts Curriculum.

TOTAL ENVIRONMENT

INPUTS	1.1	Perceptions and sentiments
		1. Values
		2. Conceptions
		3. Platform (theorists aims)
	1.2	Human resources (potential and actual)
		1. Individual
		2. Group
		3. Organizational
	1.3	Other resources
		1. Finance
		2. Time
		3. Materials
CONVERSION PROCESS	2.1	Deliberations
	2.2	Process leadership
	2.3	Opinion leadership
	2.4	Leverage
	2.5	Legal/structural supports
	2.6	Decision-making
OUTPUT	3.1	Decision points
	3.2	Operational decisions
	3.3	Substantive decisions
	3.4	Acceptability of outcomes

Figure 2

Model for Data Needs and Analysis

Questions:

1.1 What perceptions and sentiments were articulated and accepted by the actors?

1.2 What individuals were involved in the process, and what were their role affiliations?

1.3 What other resources were available?

Task 2. To explore the dynamics of the interactions in the conversion process.

Questions:

2.1 How did deliberations originate and by whom?

2.2 What processes were used to manage deliberations?

2.3 Who were the opinion leaders? How and when was their influence exerted?

2.4 What leverage did various individuals and groups command? What coalitions were formed?

2.5 What structures and provisions were created to control and support the process?

2.6 What processes were used for arriving at decisions?

Task 3. To identify outcomes and to evaluate them in terms of expectations held by the participants.

Questions:

3.1 What decision points can be noted as key events?

3.2 What decisions were made which affected progress?

3.3 What was the substance of decisions and recommendations?

3.4 What was the degree of acceptability of the recommendations?

DELIMITATIONS

1. The study was confined to the period from the articulation of the need by the Department of Education in 1964/5 to the official announcement of the new Language Arts program in 1978. The diffusion phase was not included.

2. The study was restricted to one curriculum change -- the new Language Arts curriculum for elementary education in the province of Alberta.

LIMITATIONS

The fallibility of stimulated recall limits the reliability of some of the data. It is also possible that information of a sensitive nature might not have been volunteered.

Also the study was limited by the models used to gather and analyze data. It is possible that relationships which do not fit within the boundaries of the model might have not been considered.

Furthermore, because of the difficulty of documenting the participation of persons who played a "behind the scenes role", it is possible that insufficient importance may have been attributed to their activities.

ORGANIZATION OF THE REPORT

The study is divided into two sections. The first section establishes the background of the study, theoretical considerations and the methods used to collect and analyze data. The second section presents findings, analyses, discussion and conclusions.

In Chapter One an introduction and overview of the study, including conceptual models were presented.

Outlined in Chapter Two is the review of literature on curriculum policymaking and planning with particular emphasis given to literature relevant to the models on which this study is based.

Chapter Three outlines the nature and sources of data; the data gathering techniques, and the procedure for processing and analyzing the data.

Chapters Four and Five contain the findings related to the change while the analysis of the findings is accomplished in Chapter Six.

In Chapter Seven discussion of the findings is provided.

Chapter Eight contains a summary of the findings, the conclusions and implications, and recommendations for action and future research.

CHAPTER II

DERIVATION OF THE CONCEPTUAL FRAMEWORK

In this chapter a review of some relevant literature is provided, including such related topics as systems theory, policy analysis and curriculum development. Models proposed by five writers in these fields are examined, and ideas for incorporation into the conceptual framework for this study are traced. These models include Katz and Khan's (1978) open systems model, Dror's (1968) optimal model, Gergen's (1968) leverage model, Walker's (1970) naturalistic model for curriculum development and Hall's (1977) conception of the environment.

Katz and Khan's (1978) open systems model has been adopted for this study because it helped the researcher to undertake the study of public policy by approaching the world and society from a holistic point of view, and to examine it from this orientation. It also focuses on the interrelationship and interdependence of the systems components.

Dror's (1968) optimal model was preferred over other policy analysis models because it suggests ways of improving on the quality of public policymaking, an objective most change initiators strive for. Hall's ideas on the general environment were included because knowledge of the environment of ideas and conceptions relevant to the language arts curriculum and instruction was important in determining their effects on public policy.

The Gergen's (1968) leverage model was included since it is particularly good in identifying the major actors, their leverage potential and usage. The Walker's (1970) naturalistic model for curriculum

development on the other hand was preferred to other curriculum development models because it is more comprehensive for not only does it deal with the deliberative process at the time it evolves, but also emphasizes the understanding of the antecedents to the process (platform) and output of the process (design). The following is a brief presentation of the key ideas extracted from the works of the five writers, which were ultimately synthesized into a data needs and data analysis model.

SYSTEMS THEORY

The Open Systems Model

The idea of the open systems model has been used in many fields since Bertalanffy's promulgation. Writers in the area of administrative theory (Guba 1957 and Parsons 1956); organizational effectiveness (Mott 1972 and Steers 1977); policymaking (Dye 1978, Dror 1968 and Anderson 1975); planning (Janstch 1975); evaluation (Stake 1975 and Provus 1973) and politics (Almond and Powell 1978) just to mention a few, have applied ideas of the systems model in their works. Katz and Khan's conception of the open system relates Bertalanffy's biological conception of the system to social sciences. Katz and Khan (1978:3) posit that the open systems theory emphasizes the close relationship between a structure and its supporting environment. The argument begins with a concept of entropy, the assumption that without continued *inputs* any system soon runs down.

Katz and Khan (1978:3) add that "the other major emphasis in open system theory is on *throughput*: The processing of inputs to yield

some outcome that is then used by an outside group or system." The final stage in the open systems model is the *output* component which Katz and Khan refer to as the product. A feedback loop running from the output back to throughput and input acts as a controlling mechanism.

Katz and Khan (1978:5) posit that "most transactions with the environment are monitored through the managerial system, so the external relationships of an organizations' officers comprise a critical set of variables for predicting the effectiveness and the survival of the organization itself."

Hall (1977:303) envisions two major types of environment from which the organization gets input and to which it supplies output. These are the general and the specific environment. A brief overview of Hall's (1977:304) discussion of the general environment include:

(1) Technological Conditions. These consist of the type of manpower involved and the type of equipment they use to accomplish their duties which in turn effect the operation of the organization.

(2) Legal Conditions. These deal with laws and regulations. Hall (1977:307) is of the opinion that "almost all organizations are affected directly or indirectly, by the legal system."

(3) Political Conditions. They are the ones that bring about new laws which have effects on organizations.

(4) Economic Conditions. These deal with the state of the economy in which the organization is operating. Hall (1977:307) thinks that, "changing economic conditions serve as an important constraint on any organization." Hence, "in periods of economic distress an organization is likely to cut back or eliminate those programs it feels are least important to its overall goals."

(5) Demographic Conditions. These are related in Hall's (1977: 309) words to "the number of people served and their age and sex distribution." Knowledge of the demographic factors, it is hoped, might provide the policymaker or planner with an idea of the composition of the clientele to be served by the change.

(6) Ecological Conditions. These are related to the number of organizations with which it has contacts and the environment on which it is located, i.e. urban or rural; the climate, geography, transportation and communication patterns.

(7) Cultural Conditions. These include the values and behaviors of the indigenous population. Hall (1977:310) stresses that unless the values and behaviours of the indigenous population are understood and appreciated, such projects are likely to fail. Furthermore, Hall (1977:311) alleges that "in its impact on organizations, culture is not a constant, even in a single setting." Values and norms change as events occur that effect the population involved. In a brief summary Hall (1977:311) wraps up the argument by stating that "revolution cannot accomplish change without the presence of the appropriate conditions for organizational development."

Specific environment on the other hand is to Hall (1977) composed of the organizations and individuals in which an organization is in direct interaction. From the diversity of the environment discussed above by Hall (1977), Katz and Khan (1978:3) are of the opinion that "the constancy of environmental inputs cannot be assumed but must continually be the subject of investigation." Hall assumes that this ought to be the case because he sees that by its very nature the environment lacks stability, it is often turbulent, so it requires

continuous monitoring.

POLICY ANALYSIS

A number of policy analyses rely heavily on systems theory. Various writers have identified variables which impinge upon policy development as input, throughput or conversion factors. Theoretical relationships between these variables are embodied in policy analysis models.

Dror's Optimal Model

One of the most accepted models of policy analysis, developed by Dror (1968), is referred to as the optimal model because it does not rely entirely on rationality, but allows for an element of creativity. Dror develops three major stages of policy-making which he identifies as metapolicymaking, policymaking and post-policymaking. These stages are divided into 18 phases as shown in the model, (figure 3).

Metapolicymaking. This is the stage whereby policymaking authorities delineate the rules of the game without necessarily changing the policymaking system. In Dror's own words metapolicymaking deals with "major operations needed to design and manage the policy-making system as a whole and to establish the overall principles and rules of policymaking" (Dror 1968:164-176). In other words metapolicy means policymaking on policymaking.

Though Dror (1968:164-176) gave a detailed account of the phases of this stage, the most crucial point that he developed is reflected in the statement about values. Dror (1968:164) stipulated that:

METAPOLICYMAKING STAGE

- Phase 1. Processing Values
- Phase 2. Processing Reality
- Phase 3. Processing Problems
- Phase 4. Surveying, Processing and Developing Resources
- Phase 5. Designing, Evaluating and Redesigning the Policymaking System
- Phase 6. Allocating Problems, Values and Resources
- Phase 7. Determining Policymaking Strategy

POLICYMAKING STAGE

- Phase 8. Suballocating Resources
- Phase 9. Establishing Operational Goals, with Some Order of Priority
- Phase 10. Establishing a Set of Other Significant Values with Some Order of Priority
- Phase 11. Preparing a Set of Major Alternative Policies, Including Some "Good" Ones
- Phase 12. Preparing Reliable Predictions of the Significant Benefits and the Costs of the Various Alternatives
- Phase 13. Comparing the Predicted Benefits and the Costs of the Various Alternatives and Identifying the "Best" Ones
- Phase 14. Evaluating the Benefits and Costs of the "Best" Alternatives and Deciding Whether They are Good or Not

POST-POLICYMAKING STAGE

- Phase 15. Motivating the Executing of the Policy
- Phase 16. Executing the Policy
- Phase 17. Evaluating Policymaking After the Policy Has Been Executed

COMMUNICATION AND FEEDBACK

- Phase 18. Communication and Feedback Channels Interconnecting All Phases

Figure 3 The Phases of the Optimal Model (Dror 1968:163-193)

> every society has a general reservoir of values that change constantly and that differ in degrees to which they are conscious, intensely held, realistic or backed up by power, in their structure and formality, and in the way they are distributed. These different raw values can be mutually reinforcing, contradictory or anywhere in between. In their raw form they are very useful for evaluating problems or formulating goals for public policymaking; for such purposes they must be ordered and be specific.

The underlying significance of Dror's discussion on values is that before a policymaker embarks on any change, there is need to survey the context in which the changes are to occur and to assess the cultural ethos, before even setting his metagoals on which policy formation and planning for change are to be based.

Policymaking. Dror (1968) maintains that it is in this stage that the actual act of policy formation takes place. The major theme here is that of allocation of resources using modern budgeting techniques. After the allocation of resources Dror purports that the next logical phase is that of establishing operational goals with some order of priority. However, Dror like many advocates of specific statements of operational goals does not go very far before he runs into difficulty in trying to delineate how one is to go about doing it. Thus, he recommends an appeal to extrarational value judgements for a solution as he states:

> Insofar as different operational goals are based on different, unrelated final values, and so cannot be reduced to commensurable conceptual qualitative or quasi-quantitative terms, extrarational value judgements and intuitive evaluations will provide the main methods of developing this phase (pp. 176-7).

Dror then specifies the strategies for preparing major alternative policies. He indicates that the optimal model is preferred to the pure rational model because it considers alternatives in addition to the logical, the underlying implication being that the more

alternatives generated, the better the policy output. But Dror (1968: 179), while unsure of the conditions that stimulate or retard creativity, maintains that

> ... providing stimulating conditions is an important rational means of action .... All these rational techniques are auxiliary to creativity, which is the central way to invent new and better alternatives. Therefore when innovative alternatives are desirable, the best way to acquire them is to use extra-rational resources.

Phase twelve comprises ways of preparing reliable predictions of significant benefits and costs of the various alternatives.

Phase thirteen is an attempt to compare the predicted benefits and costs of the various alternatives and to identify the best ones. Dror (1968:183-186) asserts that

> the main problems in this phase are trying to compare qualitatively different types of benefits and costs, which differ from one another not only in substance, but also in their chronological distribution and in how reliable the predictions that they will occur are.

So he suggests that

> it is very important in optimal policymaking to allocate proper weights to probabilities of various undesirable consequences, ... in choosing the best alternative the policymakers must use the explicit criteria for decision-making to compare the advantages and the expected results of the various alternatives.

Dror goes to the extreme of suggesting that "policy should sometimes be selected from among alternatives at random rather than the detailed comparison of their predicted costs and benefits."

Phase fourteen--evaluating the benefits and costs of the best alternative and deciding whether the standards are acceptable or not is the final step in the policymaking cycle.

The task of setting standards is a difficult subject. Before approaching this question Dror draws some distinction between criteria

and standards. Dror (1968:58) maintains that "criteria are tools for ascertaining what the actual quality of policymaking is, whereas standards are tools for appraising, or grading, the ascertained quality."

Dror (1968:187-8) spelled out the requirements of the goodness of standards which he sees is the most crucial process in this model of policymaking. However, before undertaking this task he stated "there is no universally valid formula for identifying the best 'goodness' of standard." Thus he thought that by drawing from both rational and extrarational components the optimal "goodness" of a standard should always satisfy the following requirements:

> (1) a high probability that the society will survive (in the larger sense); (2) a high probability that the policy will be politically and economically feasible; (3) continual improvements in the net expectation of policymaking in the same unit and of new policies as compared with similar policies in the past, unless the major environmental variables become worse; (4) better net expectations than in any comparable policymaking system; and (5) highly developed search for alternatives, with, at the least, extensive surveys of knowledge. It should also (6) pressure policymaking to be as good as possible, by requiring checking up on the policymaking phases through which the proposed alternative has passed, and by demanding independent simulating of some of them. Finally, it should (7) generally be explicit, and known during all earlier policymaking phases, whose activities it will influence because the various actors will anticipate its verdict.

Despite Dror's recommendations of criteria for setting standards, questions associated with who should set such criteria, their distance from the policymaking body, and their competency remain unanswered. It is not clear either, whether these standards will only be used for evaluating the process, the product or both.

Post-policymaking. In this stage Dror (1968) discusses three phases of implementing public policy. Since this study does not deal with implementation of the changes associated with the new language

arts curriculum, phases fifteen to seventeen of the optimal model are not discussed. It is only important to note that some decisions which are made at the metapolicymaking and policymaking stages could have some adverse effects on policy implementation.

However, an attempt is made to relate phase eighteen of the optimal model to the foregoing discussion since the idea of communication and feedback is important. Dror (1968:193) advocates that this last phase of the optimal model crosscuts and interconnects all other phases. Hence he stresses that:

> evaluating the policymaking begins when any executing of the policy begins, and continues until the executing, including any necessary remaking of the policy and executing of the remade policy has been completed. This evaluation of policymaking has two subphases: (1) comparing the actual results of the executing, that is the *actual* policymaking output, with the *expected* results; and (2) evaluating the differences between them. Actual policymaking results can fall into four categories: (1) expected and desired results; (2) expected and undesired results; (3) unexpected and desired results, and (4) unexpected and undesired results.

Dror then makes a very crucial point as he states that the "communication of feedback loops should not be left to spontaneous self-direction, but the more critical loops, especially, must be explicitly established and maintained."

In conclusion it can be said that the stages and phases of Dror's model of policymaking provide a detailed structure for identifying questions relevant to the development of any specific policy. The implicit relationship between the general systems model and Dror's model is easily discernible from the description of the stages: metapolicymaking relates to input; policymaking to conversion and postpolicymaking to output.

Other policy models, like Dror's, have their wellspring in

general systems theory.

Gergen's Leverage Model

Gergen's (1968) "Leverage" model (figure 4) considers any social system to be constituted of a set of interacting subunits. If the social system is taken to be the entire society, the subunits might be the institutions or organizations within the society and, at a more microlevel, the individual members of the society might be the focal subunits. Hence, Gergen (1968:181) observes that:

> tracing the process of public policy formation in a social system may often be an arduous task. The complex web of social interaction from which policy emanates, has long remained recalcitrant to analysis in depth.

One gathers from this hint that the complex web of interaction from which policy emanates is determined by how such units interact. This in turn depends on leverage. Gergen uses the term leverage to refer to positional advantage, influence, or power to act effectively.

Before using his analytical schema, Gergen (1968) makes the following assumptions; first, subunits of greatest importance are individual persons rather than organizations or institutions, and a thorough understanding of public policy will ultimately depend on knowledge of the individual participant. Second, one major source of change in the social system is the entry of new information. Third, the modification of the system will depend to a large extent on the configuration of subunits. Fourth, subunits vary in the degree of leverage in the system.

Gergen goes on to specify three dimensions for the identification of leverage. These include issues of relevance, subphase resources and personal efficacy.

A Three-Dimensional Model for the Identification of Leverage Points

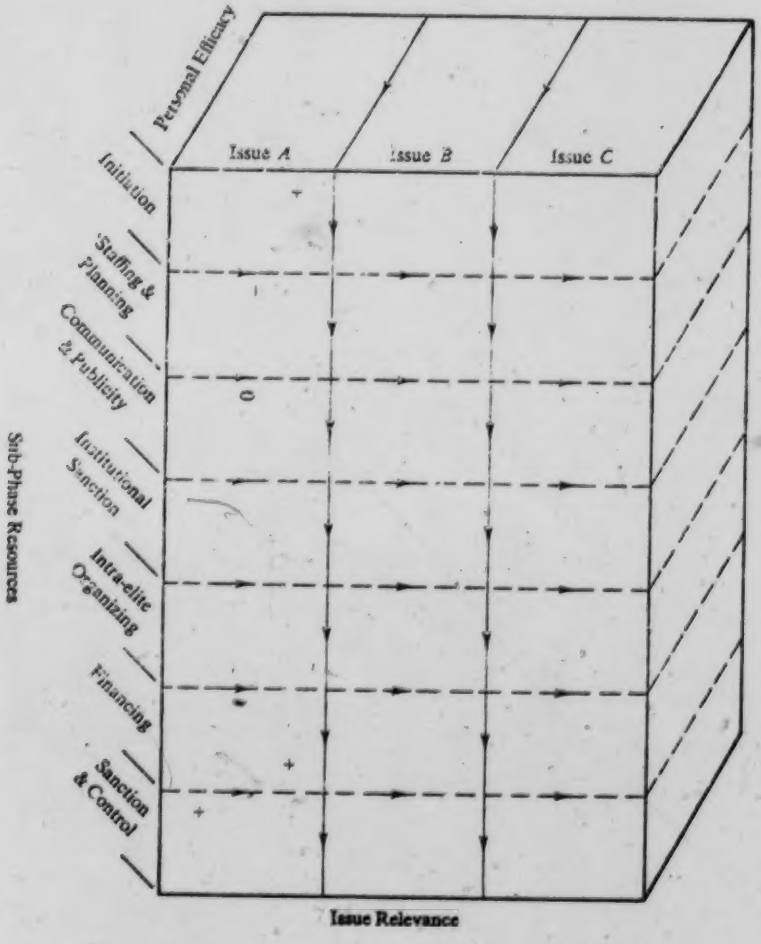

Figure 4

Source (Gergen 1968:185)

Issues of relevance. Gergen (1968) notes that persons vary greatly in their relationships to a given public issue, and different issues may impinge on a person in varying degrees. He then makes three conjectures. One, an issue will be relevant to an individual to the extent that for him it can potentially modify the status quo. Second, the greater the relevance of an issue to a person, the stronger will be his attempt to exert leverage. Third, separate issues may be of varying relevance to a given individual with the relevance of one issue being quite unrelated to that of another. Figure 4 displays a graphic form of the three-dimensional model. As can be seen, the vertical dimension represents the variable of issue of relevance. In terms of the three-dimensional space, the greater the relevance of a given issue to a person, the closer to the top of the diagram it will be placed.

Subphase resources. Gergen (1968) envisions that the formation of policy takes time. So between the inception of an idea and its ultimate implementation many events transpire. These events occur at overlapping stages and within any stage it is possible to envision a set of resources that would give a person leverage. These resources, argues Gergen, could be highly varied in nature. Some may occur to an individual as a result of a particular public office that he holds; others from material ownership.

Personal efficacy. Gergen (1968) is of the opinion that individuals differ in leverage though they could have an equal number of resources. He stresses that even under such conditions one could attract less public attention, communicate less effectively, or get along with others less well, and these factors may seriously hamper

his influence in any situation. One could gather from Gergen's observations that there may be a certain personality constellation or set of social capacities that may be highly correlated with a person's effective leverage.

Application. According to Gergen (1968:190):

> The model suggests that any individual can be placed in at least one point in three-dimensional space with regard to leverage. This point would indicate the degree of leverage that could be attributed to the person with respect to a single issue. (In graphic terms, a person occupying the uppermost point with respect to any issue, the righthand-most point with regard to the phase of policy formation, and the forward-most point in terms of personal efficacy, would be said to have the greatest amount of leverage.)

The model remains somewhat oversimplified, however, and there are other factors to consider.

Gergen (1968:190) points out, "although one could be occupying a strong position of leverage, there is no guarantee that he will actually attempt to utilize his capacities in a particular instance." However, Gergen assumes that the more polarized a person's position with respect to a given issue the more likely his leverage will be activated.

Leverage configuration results from certain combinations of leverage points. Given knowledge of the sign of loadings, one could predict what coalitions would form and thus what points of leverage might be neutralized. Gergen (1968:191) adds: "knowing the intensity of loadings one could also speculate meaningfully about the strength and impact of a given coalition."

Configuration of leverage seldom remains static. Hence, the formation of public policy might be seen as a process with continuously changing features. One might thus expect a constantly changing set of

evaluative loadings in the leverage matrix over time. As a result of such shifts an investigator might not be able to make extremely accurate predictions of the course of policy from a single assessment of leverage points.

CURRICULUM DEVELOPMENT

The open systems theory and the policy analysis models reviewed in the preceding sections can be used to analyze any policy issue. Since this study was concerned with the analysis of policy pertaining to curriculum development, provision for this substantive area was required in the conceptual framework. Walker's naturalistic model for curriculum design was chosen for reasons provided below.

Walker's Curriculum Development Model

Walker's (1970) model (figure 5) was developed as a reaction to the classical curriculum development models which were centred mainly on the selection of objectives, organization of learning experiences and the evaluation of outcomes. His major concern was that very little was known of natural models that could in detail, explain curriculum making methods. He felt strongly that the stress on objectives, while ideal in theory did not always match with practice. Hence, there was need for a model based on practice as well as on theory.

On the basis of his observation of the Kettering Project and information gleaned from publications describing other projects, Walker (1969, 1970, 1971) distinguished three aspects of a project on which

his model is built: its *platform*, the *deliberations* of its staff, and the curriculum *design* it produces. The diagram in figure 5 shows the major components of the model and their relationships.

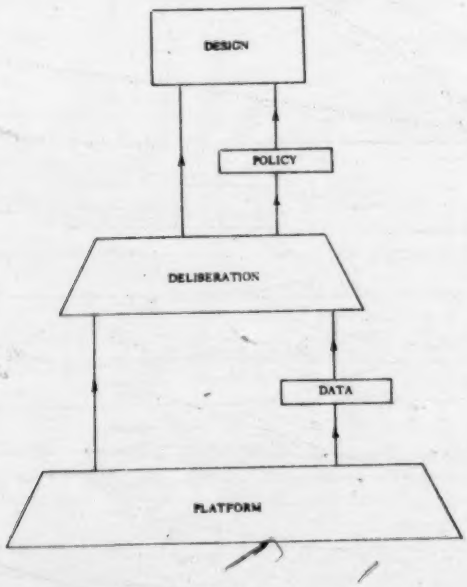

Figure 5

A Schematic Diagram of the Main Components
of the Naturalistic Model. Source (Walker, 1971a)

The platform. Walker (1971:11) defines a platform as the "values, beliefs, assumptions, and preconceptions that members hold in common and that serve as the basis for their work." Hence, Walker (1971a:52) was convinced that a curriculum developer's mind was in no way a tabula rasa. This is evident from his comment that:

> The curriculum developer does not begin with a blank slate. He could not begin without a notion of what is possible and desirable educationally.

On the basis of his studies, Walker concluded that the platform provided the raw materials for decision-making... the rules, guidelines and principles that were to be employed in decision-making. However, the decision-making itself, took place in the deliberations. Walker (1970) terms the body of information which evolved from the platform as data.

The deliberation process. Walker (1971:11) uses the term deliberation to refer to the means by which project staffs apply themselves to the task of creating the curriculum design. Much of Walker's discussion on the deliberation process is built on Schwab's work. Schwab (1969:20-22) characterizes deliberation as follows:

> [Deliberation] treats both ends and means and must treat them as mutually determining one another. It must try to identify, with respect to both what facts may be relevant. It must try to ascertain the relevant facts in the concrete case. It must try to identify the desiderata in the case. It must generate alternative solutions. It must take every effort to trace the branching pathways of consequences which may follow from each alternative and effect desiderata. It must then weigh alternatives and their cost and consequences against one another, and choose, not only the right alternative, for there is no such thing, but the best one.

One can gather from Schwab's explanation that it is in the deliberation sub-phase that decisions and policies are made.

By listening to tape recordings of the Kettering Project's deliberations Walker identified two kinds of episodes in the deliberation process. First he observed that occasionally during meetings a topic would be raised and debated intensely. Such a treatment of a topic he called issue resolutions and the topic itself he called an issue. The time at which these occurred he called decision points.

In his subsequent writings Walker (1971a:54-57) observed that:

> (1) The main operations in curriculum deliberation are formulating decision points, devising alternative choices at these decision points, considering arguments for and against suggested decision points and decision alternatives,

and finally, choosing the most defensible alternative subject to acknowledged constraints.

(2) The animating principle in curriculum deliberation is the desire for defensibility, for justifiability of decisions. The heart of the deliberative process is the justification of choices.

(3) Data, while not part of the platform can be a most persuasive basis for justification.

(4) When a situation arises that is substantially the same ... the curriculum designer ... can simply cite precedent.

Walker (1971a:55) goes on to stress that in some instances deliberations are often associated with heated arguments:

> Alternatives are often formulated and defended before the issue has been clearly stated. Feelings run high. Personal preferences are expressed in the same breath with reasoned arguments.

Moreover, on other occasions, Walker observed that topics were treated in a more leisurely and less controversial fashion, characteristically dominated by one person who was regarded as something of an expert on the topic. This person would explain the topic and the ideas and the problems related to it to the other less expert members of the staff. This kind of episode he called an explication.

Gergen's observations regarding issue relevance and personal efficacy appear to be quite relevant in the context of Walker's statement on issue resolution. It is here, in the deliberation process, in the Walker Model, that the two models reinforce each other.

The curriculum design. Walker (1971:3), uses the term curriculum design to refer to "the set of relationships embodied in the materials in use that affect what children learn."

Walker (1971) stresses that the curriculum design is the theoretically significant part of the project's output. In essence Walker maintained that the curriculum design was difficult to specify

explicitly and precisely. But Walker (1969:4) suggested that "one way to specify a curriculum's design is by a series of *decisions* that produce it. A curriculum design would then be represented by the choices that enter into its creation."

This model, together with Gergen's model, seems to cover a large portion of the cycle through which one could investigate the process of curriculum change. The Gergen model is particularly strong in identifying the major actors and their leverage potential and usage. The Walker model, on the other hand, is more comprehensive for not only does it deal with the deliberative process at the time it evolves, but it also emphasizes antecedents to the process and the outcome of that process.

SYNTHESIS OF FRAMEWORK

In approaching the task of building a framework for the present study it was first necessary to identify a body of relevant theory from which to select ideas. While any one set of constructs outlined by the authors cited in this chapter could have served as a structure for the study the writer chose an eclectic approach in the hope that the goodness of fit between the purpose of this specific research and the framework would be enhanced.

The basic component for the derived framework (figure 2 p. 9) is the Walker model. When placed in the context of systems theory Walker's concepts of platform, deliberations and design relate to input, conversion and output factors, respectively. Walker shows how inputs can be investigated through the examination of values and

theories held by the actors. His focus on deliberations highlights decision-making processes, as policy questions are examined and as operational support mechanisms are created to serve the ends of the decision-making group.

Walker has less to say about outputs than he does about conversion, yet his discussion of decision-points is useful in identifying a form of output which can be seen as intermediary events leading to an eventual outcome -- the curriculum design. He rightly points out the importance of justifying the design in terms of earlier policy goals.

Gergen's contribution touches input and conversion, in the former case by focusing on sub-units, that is -- individual actors, and in the latter by focusing on their leverage, that is -- impact.

Hall deals mainly with environment which he refers to as having two components -- the general and the specific. His elaboration, however, is of the former. The idea which finds utility in this study is that the environment of ideas and conceptions relevant to language arts curriculum and instruction, which may be wider in occurrence than the geographical limits of the system, must be taken into account. At the same time such facets of the environment, internal to the provincial school system, as the technological, legal and political must be considered.

Finally, Dror's work provides the finishing touches to the conceptual framework, since his view is comprehensive yet detailed. Not all the phases he deals with are relevant to this study. Of particular significance is the importance he attaches to creative output and to the leadership need to ensure its emergence at appropriate times in

the deliberations. Dror also provides a way of investigating outcomes in terms of their predicted effects, their costs and benefits. Finally these same factors are the elements of the feedback loop which must exist and be continuously open as the policymaking process proceeds.

Figure 2 which was presented in Chapter I, is the diagrammatic representation of the relationship of these ideas, and serves as the data model for this study. The use of this model, as the framework for data gathering and analysis, is discussed in Chapter III.

CHAPTER III

DATA GATHERING AND TREATMENT

APPROACH TO DATA GATHERING

A case study approach was used to study the process that resulted in the development of the 1978 New Language Arts Curriculum. The data needs model (figure 2) described in Chapter One was used to map out the domain and provided an outline of data needs for the study. Specific questions derived from this model guided the gathering of information related to the study purpose. To help direct data gathering, a procedural model (figure 6) was developed. Essentially there are three different kinds of case data: (1) Primary data are those official documents which record events and give explications, opinions and recommendations concerning the issues under investigation. (2) Secondary-data are also in documentary form but have no official status; they arise from and are suggested by primary data. They may consist of informal reports, notes and personal records usually gathered by people who played official roles. (3) Derived data are created for purposes of the specific study through means which stimulate recollections of past events.

As indicated in the model by the arrows these data sources are interactive; that is information of one sort may lead to information of another sort, so that all three sources are under constant review. However, the emphasis was expected to shift from (1) to (2) to (3) as the study proceeded. Thus primary documents were first examined, and they led in turn to secondary documents and to interviews. Documentary

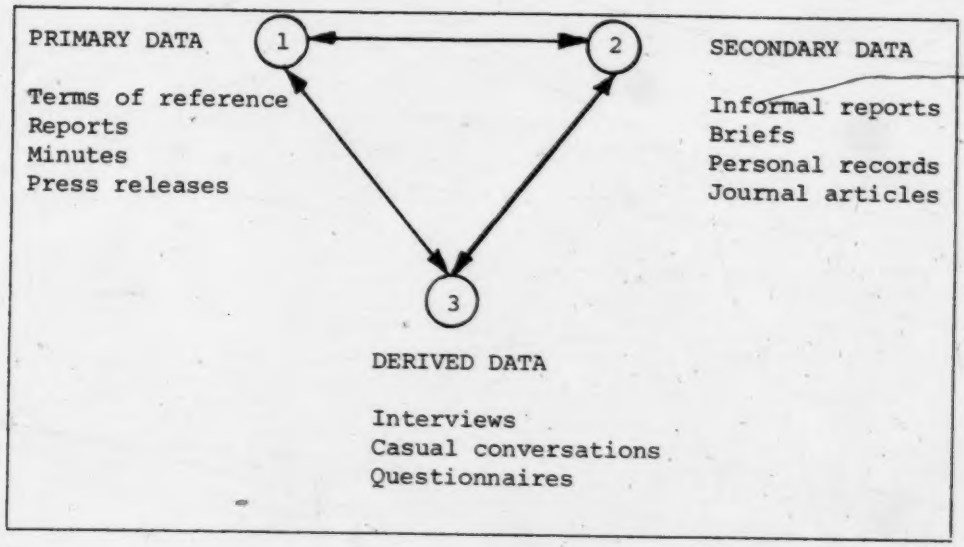

Figure 6

Procedural Model for Data Gathering

review and interviews formed the major sources of data for the case study.

DOCUMENTARY REVIEW

In this study, documentary review included analysis of primary documents such as Department of Education files, minutes of curriculum development committee meetings, reports on language arts curriculum, official correspondence and memoranda. Access was granted by the Director of Curriculum, Alberta Education. (See Appendix A).

Documentary review also covered secondary sources which included books and articles in journals, position papers and briefs on the program, newspaper articles, official publications, conference papers and other similar materials.

Primary Documents

Table 1 lists the primary documents which were examined. A review of these documents was conducted in an office provided in the Department of Education. Summary notes were made. Since some of the documents were considered to be confidential the following procedures were used in dealing with them. No direct quotations from minutes were made except for motions passed. Minutes are referred to by the date the meeting was held. Names of individuals associated with controversial issues were not identified.

Secondary Documents

Secondary documents were reviewed whenever they became known (Table 2). Notes were made of important points. Xeroxed copies were produced as the need arose.

Table 1

List of Primary Documents Examined

Specific Documents	Location	Mode of Access	Nature of Document
1. The Annual Reports of Alberta Department of Education 1903-1977	The Herbert T. Coutts Library	(i) Notes-taking (ii) Xeroxing	General Documents
2. Elementary Curriculum Committee Minutes 1964-1968	Curriculum Directorate	Notes-taking	Confidential*
3. Advisory Committee Minutes 1965-1967	Curriculum Directorate	Notes-taking	Confidential
4. Language Arts Coordinating Committee Minutes 1967-1968	Curriculum Directorate	Notes-taking	Confidential
5. Elementary Language Arts Committee 1968-1973	Curriculum Directorate	Notes-taking	Confidential
6. Elementary Language Arts Ad Hoc Committee 1968-1973	Curriculum Directorate	Notes-taking	Confidential
7. Elementary School Curriculum Board 1968-1976	Curriculum Directorate	Notes-taking	Confidential
8. Elementary Curriculum Communications Committee 1974-1976	Curriculum Directorate	Notes-taking	Confidential

Table 1 List of Primary Documents Examined (cont'd.)

Specific Documents	Location	Mode of Access	Nature of Document
9. Elementary Language Arts Expressive Ad Hoc Committee 1974-1976	Curriculum Directorate	Notes-taking	Confidential
10. Elementary Language Arts Receptive Ad Hoc Committee 1974-1976	Curriculum Directorate	Notes-taking	Confidential
11. Joint (Expressive and Receptive) Language Arts Committee 1975-1979	Curriculum Directorate	Notes-taking	Confidential
12. Language Arts Curriculum Coordinating Committee 1976-1979	Curriculum Directorate	Notes-taking	Confidential
13. Curriculum Policies Board 1976-	Curriculum Directorate	Notes-taking	Confidential
14. Communications-News Release	Department of Education	Xeroxed copies provided	General
15. Letters to Superintendent of Schools and Associate Director of Curriculum	Curriculum Directorate	Restricted Xeroxing	Confidential
16. Briefs to the Curriculum Policies Board	Curriculum Directorate	Notes-taking	Confidential

*Committee work is confidential. In accordance with a memo from Dr. Torgunrud, Director of Curriculum, dated February 28, 1975 requests for names of committee members would be granted when it was felt that there would be mutual advantage to members and the inquiring party.

Table 2

Summary List of Secondary Documents Reviewed by the Researcher

Specific Documents	Location	Mode of Access	No.	Nature of Document
1. Papers on Curriculum Development in Alberta	Curriculum Directorate	(i) Xeroxed copies	3	General
2. Papers presented to Committee meetings	Curriculum Directorate	(i) Notes-taking (ii) Xeroxing	7	General
3. ***The ATA News	The Herbert T. Coutts Library, U. of A.*	(i) Notes-taking	1967-1968**	General
4. ***The ATA Magazine	The Herbert T. Coutts Library, U. of A.	(i) Notes-taking	45-58	General
5. Access; Challenge for Change	The Herbert T. Coutts Library, U. of A.	(i) Notes-taking (ii) Xeroxing	1-14	General
6. Newspaper clippings	The Herbert T. Coutts Library, U. of A., Department of Education Library	(i) Notes-taking	1973-1978**	General
7. Curriculum Guides	Department of Education	(i) Original copies were provided	3	General

* University of Alberta
** Represent years
*** Specific reference to articles is provided in the bibliography.

INTERVIEWS

Interviews were employed to supplement data collected from documentary sources and also as a means of cross-validation of information.

Preliminary interviews were conducted with key people engaged in various stages of the curriculum planning phase. Names of the key personalities were provided by the Director of Curriculum, Department of Education. In turn, people whose names were suggested by the department were asked to suggest names of others whom they knew played key roles. Names suggested by two or more people were added to the list. Only one name suggested by the department was dropped since no other members suggested this name. This progressive nomination technique was used to ensure that key people involved in the process were identified; this strategy also helped the researcher to identify people who played a behind the scenes role. Data obtained from documentary sources were also used to verify that the identified personalities were truly key actors. The initial list was thus modified as other names were added when review of the documents was completed. Names of interviewees were not associated with data in the report to preserve confidentiality.

In total, eighteen interviews were conducted. Names of interviewees are listed in Table 3.

Semi-structured interviews were used to permit the researcher to pose a specific set of questions to every interviewee. This strategy also allowed the interviewer to clarify answers. An interview guide is provided in Appendix B.

Table 3

List of Interviewees

Name	Position Held in 1970	Position Held Now	Stage and Area of Participation	Current Contact Address	Phone Number	Interview Appointment Date
1. Dr. Ken Nixon	Language Arts Consultant Alberta Education	Project Director - Alberta Heritage Learning Resources Project	Chairman of Ad Hoc Committees 1968 - 1977	Edwards Professional Building	427-4455	11/8/1978 8:30 a.m.
2. Dr. Patricia McFetridge	Professor - Language CI University of Alberra	Chairman, Dept. of Elemeatary Educ. University of Alberta	Member of Language Arts Ad Hoc Committee 1969-73	University of Alberta Elementary Education	432-4273	16/8/1978 3:30 p.m.
3. Dr. Eugene Torgunrud	Director of Curriculum Alberta Education	Director of Curriculum Alberta Education	Supervisory Task 1968 - 1978	Department of Education	427-2934	11/8/1978 10:30 a.m.
4. Miss Mary Cossit	Reading Specialist - Edmonton Catholic Schools	Supervisor of Language Arts Edmonton Catholic Schools	Member of Ad Hoc Committee	Edmonton Catholic Schools	429-7631	29/8/1978 2:00 p.m.
5. Mr. Bernard Gommeringer	Chairman - Language Arts Ad Hoc Committee 1972	Supervisor of Language Arts Lethbridge	Chairman of the Ad Hoc Committee 1972 - 1978	Lethbridge Regional Office of Education	329-5243	6/9/1978 3:30 p.m.
6. Mr. Bernard Brunner	Reading Supervisor County of Ponoka	Language Arts Consultant Alberta Education	Member of Committees 1972 - 1978	Edwards Professional Building	427-2952	15/8/1978 9:00 a.m.
7. Dr. R. Armstrong	University Professor Language Arts	Chairman, Department of Communication and Social Foundations	Member of Ad Hoc Committee 1968 - 1969	University of Victoria	604-477-2256	8/9/1978 2:00 p.m.
8. Mr. Allan D. Jarbo	Teacher, Fort Saksatchewan Junior	Administrative Assistant Professional	Provided views for ATA	The ATA, Barnett House, Edmonton	433-2411	17/10/78 2:00 p.m.
9. Mr. Stan Maertz	Associate Executive Director ASTA	Executive Secretary ASTA	Provided views for ASTA	12310 - 105 Ave. Edmonton	483-7311	9/11/78 9:00 a.m.
10. Mr. R.W. Prunkl	Director of Staff Development, Edmonton Public School Board	Director Curriculum Development, Edmonton Public School Board	Provided views for Edmonton Public School Board	Edmonton Public School Board	429-5621	13/9/78 10:30 a.m.

List of Interviewees (Cont'd)

Name	Position Held in 1970	Position Held Now	Stage and Area of Participation	Current Contact Address	Phone Number	Interview Appointment Date
11. Mrs. Margaret Stevenson	Language Arts Specialist Edmonton Public School Board 1973-78	Supervisor of Language Arts Edmonton Public School	Member of Committees	Edmonton Public School Board	429-5621	14/8/1978 9:00 a.m.
12. Mrs. Muriel Martin	Language Arts Specialist St. Albert Protestant Separate School Board 1973 - 1978	Assistant Superintendent St. Albert	Member of Committees	St. Albert	458-2060	24/8/1978 10:00 a.m.
13. Mrs. Margaret Albiston	Language Arts Specialist Lethbridge Protestant School Board 1973 - 1978	Supervisor - Lethbridge	Member of Committees	Lethbridge Public School Board	327-4521	6/9/1978 9:30 a.m.
14. Dr. Robert Jackson	Professor - Language CI University of Alberta 1973 - 1978	Assistant Dean - Extended Practicum; Faculty of Education University of Alberta	Member of Committees	University of Alberta Faculty of Education	432-3659	15/8/1978 1:00 p.m.
15. Dr. Merv Thornton	Language Arts Consultant Curriculum Branch - Alberta Educatio.	Assistant Director of Curriculum Language Arts	Writing up of Curriculum Guide	Department of Education	427-7238	11/8/1978 2:00 p.m.
16. Mrs. F. Onyschuk	School Teacher	Assistant Principal	Member of Ad Hoc Committee 1968-73	The Wye School Sherwood Park	467-7447	28/8/1978 10:00 a.m.
17. Dr. Warren Wilde	Reading Professor	Reading Professor	Member of Committee	University of Alberta	432-4132	23/8/1978 10:00 a.m.
18. Dr. J. Harbi	Director of Curriculum	Associate Deputy Minister	Member of the Board and Overseer of the Program	Alberta Education	427-2891	24/8/1978 10:00 a.m.

Since the study did not rely on statistical analysis of data, the usual tests of validity and reliability were not applied. However, an attempt was made to cross-validate and ensure the reliability of information through the use of multiple and varied data sources by a triangulation process (Webb et al.; 1966).

The triangulation process is based on an assumption that the confidence of an instrument is determined by the size of an error it allows. Thus confidence in the measures can be enhanced by minimizing error in each instrument. This can be achieved by comparing information from multiple sources. Yet, Webb et al. (1966:5) claim that, "efforts in social sciences at multiple confirmation often yield, disappointing and inconsistent results." However, any inconsistencies in information for this study were noted and probed.

DATA TREATMENT

Interviews were taped except for two at the preference of the interviewees. A written transcript was prepared for each interview. Transcripts were returned to interviewees for verification. All data subsequently were subjected to content analysis to extract information relevant to the curriculum change, as specified in the data model (Figure 2).

SUMMARY

A case study approach was used with documentary review and interviews as the major sources of data. Documentation included primary and secondary documents. The progressive nomination technique was

employed to identify interviewees. The interview guide was pilot tested prior to its use with eighteen key actors. Interview and documentary data were cross-validated using the triangulation process. Transcripts were returned for verification.

In the next chapter information related to the research findings is presented.

CHAPTER IV

REPORT OF THE FINDINGS: DOCUMENTARY REVIEW

This chapter provides a description of the factors associated with the change in the Language Arts curriculum as recollected from the documentary sources specified in Chapter III. The documents (see Tables 1 & 2 pp. 37-39) included Annual Reports of Alberta Department of Education which provided a brief official record of activities that had been undertaken by the Department in the initiation and development of the new language arts program.

Two reports, one by the Elementary Language Arts Committee to the Elementary School Curriculum Board, in December 1972 and the Language Arts Curriculum Coordinating Committee to the Curriculum Policies Board November, 1977 were presented. The two reports provided information revealing the purpose and rationale of the curriculum change. Apart from these major reports presented to the boards as briefs, shorter reports submitted in the process of the policy formation will be covered under the presentation on various committees.

COMMITTEE STRUCTURE

Twelve committees were identified as having played some role in the development of the new program. These committees are listed in Table 4 in chronological order with areas of emphasis in terms of the data model being specified. Their interrelationship is shown in Figure 7 and elaborated in the text.

Four committees were involved in all the three areas of the change (input, conversion and output). Two committees were involved only in the determination of inputs whereas three committees were engaged only in the conversion stage. Only two committees were involved both in the conversion and output stages. Figure 7 shows the hierarchical array of the committees. Committees on the same level are of equal status while committees higher up in the hierarchy have higher levels of authority than those below them. Vertical lines indicate communication and control relationships*. Broken horizontal arrows show the new committee or board established after its predecessor was discharged. Dates indicating time the different committees were struck and discharged are provided in Table 4 and Figure 7. A detailed account of the functions of each committee in the development of the new program and its relationship to its predecessor, or successor and the Board is provided in the text.

Membership of the various committees changed from time to time due to transfers, pressure of work and duration of contract. Lists of Committee and Board members are provided in Appendix D. Since all committees played an important role at various stages in the development of the new program essential information is abstracted from the minutes of their meetings and used to describe the change process. However, since the major tasks were directed by the Elementary School Curriculum Board, the Elementary Language Arts Committee, the Elementary Communications Committee and the Curriculum Policies Board, more importance is attached to their minutes.

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* For a more detailed description of the legal authority and the structure of the Department of Education in relation to Curriculum Development refer to Appendix C.

Table 4

List of Committees and Areas of Involvement

	Dates	Input	Conversion	Output
1. Elementary Curriculum Committee	1952-1968	✓		
2. Advisory Committee	1965-1967	✓		
3. Language Arts Coordinating Committee	1967-1968	✓		
4. Elementary Language Arts Committee	1968-1973	✓	✓	✓
5. Elementary Language Arts Ad Hoc Committee	1968-1973		✓	✓
6. Elementary School Curriculum Board	1968-1976	✓	✓	✓
7. Elementary Curriculum Communications Committee	1974-1976	✓	✓	✓
8. Elementary Language Arts Expressive Ad Hoc Committee	1974-1976		✓	
9. Elementary Language Arts Receptive Ad Hoc Committee	1974-1976		✓	
10. Joint (Expressive & Receptive) Language Arts Committee	1975-1979		✓	✓
11. Language Arts Curriculum Coordinating Committee	1976-1979		✓	✓
12. Curriculum Policies Board	1976-	✓	✓	✓

[✓] Represents major area of involvement in the curriculum policymaking process.

Information from Annual Reports of the Department of Education and from reports of the curriculum committees to the Policies Boards provided an official point of view about the development of the program and outlined the rationale for the 1973 and 1978 programs. These are presented first in the next section of this chapter and followed by a presentation of data gathered from committee minutes.

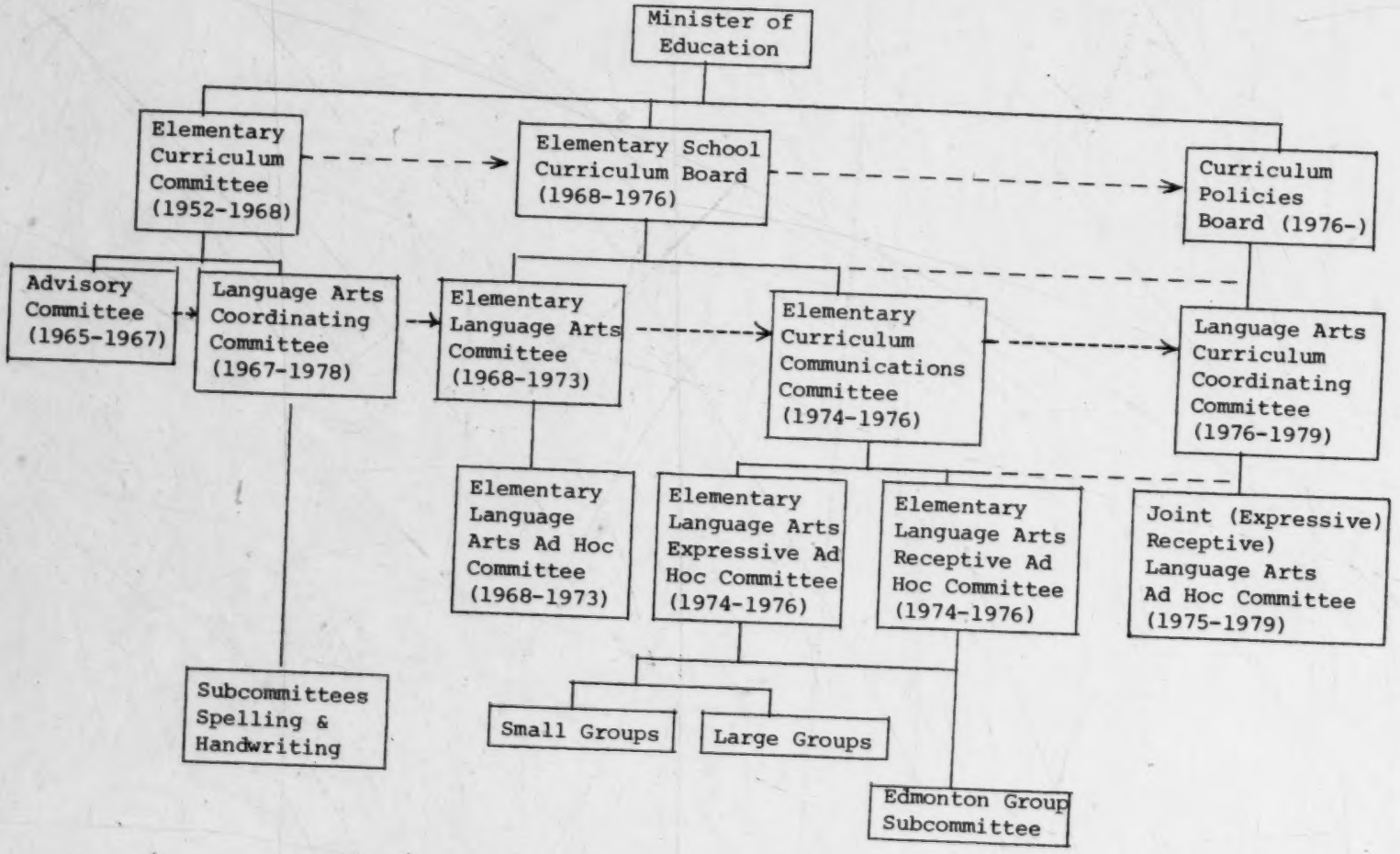
Minister of Education
Elementary Curriculum Committee (1952-1968)
Elementary School Curriculum Board (1968-1976)
Curriculum Policies Board (1976-)
Advisory Committee (1965-1967)
Language Arts Coordinating Committee (1967-1978)
Elementary Language Arts Committee (1968-1973)
Elementary Curriculum Communications Committee (1974-1976)
Language Arts Curriculum Coordinating Committee (1976-1979)
Elementary Language Arts Ad Hoc Committee (1968-1973)
Elementary Language Arts Expressive Ad Hoc Committee (1974-1976)
Elementary Language Arts Receptive Ad Hoc Committee (1974-1976)
Joint (Expressive) Receptive) Language Arts Ad Hoc Committee (1975-1979)
Subcommittees Spelling & Handwriting
Small Groups
Large Groups
Edmonton Group Subcommittee

Figure 7 Organizational Structure of Committees Involved in the Development of Program (1965-1977)

OFFICIAL REPORTS

Annual Reports of Alberta Department of Education

According to the Sixtieth Annual Report of the Department of Education (1965:56-7)

> The Elementary School Curriculum Committee met on November 9, 1964 and May 28, 1965. At these meetings the committee took the following action:
>
> 6. Provided for the establishment of an advisory committee to investigate and report upon the feasibility and advisability of adopting an integrated approach to language arts in the elementary curriculum.

This is the first official reference to the concept of an integrated program which was uncovered in this study. Subsequent Annual Reports did not provide much substantive information about the change except that in the Annual Report of 1970:82 it was reported that

> the Elementary Language Arts Committee developed a curriculum model* upon which to structure the program and in-service material.

In the Annual Report of 1971:89 it was stated that the Elementary School Curriculum Board had:

> approved Experimentation with, and Development of a new Language Arts program for Elementary Schools.

It was further reported in the Annual Report of 1972:53 that

> the invitational, one week conference, attended by eighty delegates was held for the purpose of examining and criticizing proposed new programs; studying problems of articulation, preparing for in-service education in local systems in the elementary and secondary Language Arts.
>
> In conjunction with the development of a program of studies and handbook materials, fourteen schools participated in a pilot of four Language Arts series. Regional office consultants and members of the curriculum committee collaborated in carrying out this pilot and final assessment.

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* The curriculum model is presented in Appendix E.

No further details nor elaboration of these statements were provided in the Annual Reports.

Reports to Curriculum Policies Boards

The Elementary Language Arts Curriculum Committee Report.

According to the Elementary Language Arts Curriculum Committee Report (December 1972:2) the following reasons were provided for initiating the 1973 changes.

> Why a New Language Arts Program? Our present language arts curriculum at the elementary level was developed some fifteen years ago. While many of the old ideas are sound and will be retained, there is a need to make certain parts of the program more consistent with current reality. The research of the linguistic and psycholinguistic scholars has, over the last ten years, produced new insights into the development and learning of all forms of language competencies. Mass media, particularly television, has broadened the nature of experiences that most children have had when they come to school. Publishers are producing materials which are more consistent with current scholarly thinking, which recognize more adequately the current needs and experiences of today's children, and which are much more attractive and appealing to both pupils and teachers. These factors must be provided for in our programs, both in terms of recognizing the much richer experience background that the child has and in terms of providing him with competencies in receiving and producing communications in the nonprint areas as well as in the print areas. Our present curriculum, and our textbooks in particular, are not in tune with these developments.

The Language Arts Curriculum Coordinating Committee Reports.

The Language Arts Curriculum Coordinating Committee Report (1977:7-8) specifies the following as being the major reasons that led to further modifications of the 1973 interim program.

> A number of reasons exist for proposing changes in the grades 1-12 language arts program. Evaluative feedback from teachers, administrators, university professors, students and curriculum committee members has identified the following needs which provide valid reasons for change:
>
> (1) There is a need to have a clearly stated *philosophy* for the total language arts program.

(2) There is a need to show how the *integration* philosophy relates to program content and to suggested methodologies.
(3) There is a need for *articulation* of program content from division to division and grade to grade.
(4) There is a need for the *addition of new program content* which reflects current concerns in communication and language arts (e.g., viewing).
(5) There is a need for *specificity* of objectives and program content to provide sufficient structure to the programs but still to allow enough flexibility within the structure to meet the learning rates and styles of students and the varying teaching strategies of teachers.
(6) There is a need to update learning and teaching *resources* to support changes in the program.

According to the Language Arts Curriculum Coordinating Committee Report (1977:11) the following were presented as salient characteristics of the new program:

(1) Program content is organized to illustrate integrative features.
(2) Content, in the form of specific objectives, is stated by grade level.
(3) Language used in stating objectives and content is designed to communicate easily to teachers.
(4) New learning resources have been identified for the information of the Board.
(5) New program content deals with viewing and children's literature.

The reports and committee minutes did not provide explicit reasons why an interim program was established before a final program was introduced. Interview data (Chapter V) provides such distinction.

COMMITTEE MINUTES

Twelve curriculum committees were involved in the total process of the change. The committees will be discussed in chronological order of establishment as shown in Table 4. The findings presented are derived from minutes of meetings as indicated in parentheses. Names of participants mentioned in the text can be traced back to the lists of

committee members provided in Appendix D except in cases where the participant was not a committee member. In this instance official status is provided against the name in the text.

The Elementary Curriculum Committee

According to Minutes of the Elementary Curriculum Committee the concept of an integrated program was brought up in the meeting of November 9, 1964. After discussing the idea, the committee members suggested the establishment of an advisory committee whose major function would be to consider and to advise on the feasibility of an integrated program in the language arts.

However, the advisory committee was not formed until certain controversial issues were clarified in the following meeting (May 28, 1965).

The first issue was raised by Mr. Dibski who wanted to know why the Department was suggesting an integrated approach to the teaching of English. Dr. Church, the chairman of the Elementary Curriculum Committee replied that there was a definite trend toward integration in the various language arts in the new series of textual materials. The second issue was raised by Dr. Bryne who wanted to know whether language arts could be termed a discipline and whether there was a scientific linguist in Alberta. Dr. Church replied that possibly the approach had not been a truly disciplinary approach but scientific linguists in the Faculty of Arts, University of Alberta would be interested in this field. He added that Mr. Armstrong was studying for his doctorate in this field. After considerable discussion of these two issues by the Committee members the chairman said, "it

appears that this committee is not prepared to approve in principle an integrated language arts program without further information." He suggested that an advisory committee on language arts be set up to study the concept of integration of language arts.

It was moved by Mr. Arbeau, seconded by Mr. Haskyn:

That an Advisory Committee on Language Arts be formed with a membership of from six to nine people, its function being to consider the advisability of an integrated program in the language arts.

CARRIED.

Mr. Hall moved, seconded by Mr. Cooney:

That the committee defer the appointment of a subcommittee to undertake the revision of the Curriculum Guide in Language until after hearing from the Advisory Committee on Language Arts.

CARRIED.

The following were appointed: Mr. Armstrong, language, Mr. Geiger, reading, Miss Morrison, handwriting, Miss Carmichael and Miss Johnstone who were generalists but also specialists in Division I.

Two years later (May 26, 1967), Mr. Armstrong the Chairman of the Advisory Committee reported to the Elementary School Curriculum Committee that the Language Arts Advisory Committee had considered three problems: (i) the language arts bulletins were out of date; (ii) the rate of change in curriculum instruction in the various areas of the language arts made it essential for a continuing examination of these areas, and (iii) there was need to provide for the interrelationships among language arts.

Following Dr. Armstrong's report, it was moved by Mr. Arbeau, seconded by Mr. McBurney:

That a Coordinating Subcommittee on the Language Arts be set up by this Committee.

CARRIED.

That the currently existing language, reading and handwriting bulletins be incorporated into a single language arts bulletin and that necessary revisions be made by the appropriate subcommittee before such incorporation takes place. Further, that the new bulletin contain a preamble stating specifically the interrelationships which exist among the specific disciplines of the language arts and the ways in which the teacher might utilize such interrelationships in teaching.

CARRIED.

That the Reading and Language Subcommittees remain operative and that the Spelling and Handwriting Subcommittees be re-established.

CARRIED.

At this point the Advisory Committee was discharged.

The Language Arts Coordinating Committee

The Language Arts Coordinating Committee (Table 4 number 3) was set up following recommendations made by the Elementary Curriculum Committee in its meeting of May 27, 1967. In relation to the Data Model, (figure 2, p. 9) it was engaged mainly in setting up some of the organizational structures engaged in the curriculum policymaking process. According to its minutes of February 2, 1968 it undertook the task of setting up a Language Curriculum subcommittee for the purpose of examining and revising the elementary language program. It also recommended the setting up of an ad hoc subcommittee in spelling and handwriting for the purposes of revising and keeping up to date the curriculum guides in spelling and handwriting and considering curricular materials. The decision to establish the two committees was carried by motions 9 and 10 passed by the Elementary Curriculum Committee May 3, 1968.

In its September 9, 1968 meeting the Coordinating Committee recommended to the Elementary Curriculum Committee the setting up of

an Elementary Language Arts Committee whose terms of reference would include considering the way language integrates with various branches of language arts. The Coordinating Committee also recommended to the Elementary Curriculum Committee that the Elementary Language Arts Committee consider a comprehensive evaluation of teaching materials through the following procedures:

(1) independent and scholarly analysis of language arts teaching materials
(2) classroom evaluations based on a set of specific criteria
(3) examination of existing research.

The Language Arts Coordinating Committee was discharged in November, 1968 following the Elementary School Curriculum Board's decision to form the recommended committee, which is discussed in the next section.

The Elementary Language Arts Committee

The Elementary Language Arts Committee (Table 4, number 4) was formed following recommendations made by the Language Arts Coordinating Committee and approval of the recommendations by the Elementary School Curriculum Board on November 7, 1968. In its first meeting held on December 10, 1968 Dr. Torgunrud spelled out the specific tasks of the Language Committee which are related to the *input* and *conversion outputs* in the data model (see figure 2).

(1) establishing (aims and objectives) of language arts
(2) selecting learning opportunities
(3) organizing elements of these learning opportunities
(4) proposing evaluation which reflects the intended aims and objectives.

From a review of minutes of forty meetings of the Elementary Language Arts Committee, the following were discerned as being major activities between December 10, 1968 when it held its first meeting

and October 20, 1972 when it made recommendations to the Elementary School Curriculum Board for approval of the 1973 interim program.

The committee received and discussed papers centered on the following topics: Nature and Use of Language, Dimensions of Language Development, Principles of Instruction, Communication and Objectives of Elementary Education. It was anticipated by committee members that the papers and discussion would result in a position statement representing the basic philosophy of the revised language arts handbook.

Another crucial task undertaken by the committee was the discussion of a curriculum model by Dr. P.A. McFetridge and doctoral students L. Brown, P. Evanechko and D.J. Hamaluk on which the 1973 interim program was based (refer to Appendix E for a diagrammatic presentation of the model). The Committee also received and discussed a report by Dr. Nixon from the Directors of Curriculum Conference (Western provinces) held in Edmonton, January 25-26, 1971. The report emphasized the call by the Directors for the curriculum committees to bear in mind ethnic differences of children when developing and implementing language curriculum.

The other major task that preoccupied most of the Elementary Language Arts Committee's time was the development of the Curriculum Guide while taking into consideration suggestions that had been made to that point in time. The Elementary Language Arts Committee used its May 13 and 14, 1971 and June 15, 1971 meetings to discuss and set up criteria for selection and piloting of materials (for a detailed description of the process involved in the selection of materials refer to Appendix G). The end product of their discussion was a proposed timeline which was presented and approved by the Elementary

School Curriculum Board. The timeline was as follows:

(1) September, 1971 piloting of program and materials
(2) November, 1971 request for approval of a tentative program for distribution to interested school systems
(3) November, 1972 request for approval of a program of studies statement and recommended materials
(4) September, 1973 introduction of Language Arts program

In the meetings of the Elementary Language Arts Committee held on November 10, 1971; February 3, 1972; February 29, 1972; and April 11, 1972 the Committee undertook the tasks of organizing pilot classes, specifying evaluation procedures and synthesizing data gathered from the pilots. The Committee also received and discussed reports from the English Language Conference held in Edmonton March 13-14, 1972 intended to provide feedback for the committees so that they could make the necessary changes before their curriculum proposal was finalized. Appendix F shows the groups represented in the conference. In the October 20, 1972 meeting it analyzed costs for supporting materials. These cost considerations related to determination of resources to support the program (figure 2, p. 9, input component -- other resources).

As pilot work was progressing development of the core program was also going on. In a joint meeting (December, 1971) of the Elementary Language Arts and the Elementary Reading Committees; each of which reported to the Elementary School Curriculum Board, the relationship between the aims of elementary education and the goals of language arts was discussed. Dr. Torgunrud outlined the main objectives in elementary education which place the main thrust on self-actualization and emphasize the importance of communication in its many forms.

In an attempt to harmonize strained relations between the

reading and the language groups (a detailed presentation on this topic is provided elsewhere) the Elementary Language Arts Committee in its report to the Elementary School Curriculum Board (May 19, 1972) recommended that following the completion of its aforementioned tasks a joint committee be set up. Furthermore, it was suggested that the committee members be selected according to the task to be undertaken. According to Minutes of the March 19 - 20, 1973 meeting of the Language Arts Committee, Dr. Lamoureux suggested that membership from the Elementary Language Arts Committee should be retained on the Elementary Curriculum Communications Committee to provide liaison between the two groups.

The final task of the Elementary Language Arts Committee was to make cost analysis of the materials to support the new program. In a brief report to the Elementary School Curriculum Board, December 12, 1972, the following were considered as being relevant to the cost analyses for the interim program:

(1) The expressed interest of the Provincial government in elementary education as well as staggered, introduction of new materials.
(2) A very firm stand taken by the Worth Report with respect to the importance of effective communication skills (pp. 172-173).
(3) The fact that many schools across the province had already moved into the new program and purchased books indicated support of the new program in Language Arts.
(4) The textbooks authorized for elementary Language Arts program were being used in very few classrooms.
(5) New texts and related materials would be required.

The costs of texts and materials were estimated at $911,461 (October 20, 1972). The committee also discussed strategies for implementation. Committee members also stressed the need of providing effective inservice to many teachers. It encouraged universities to carry on the task of doing preservice and inservice work with many teachers

through their language courses at summer sessions and writers' sessions.

The Elementary Language Arts Ad Hoc Committee (Table 4 number 5) was a subcommittee of the Elementary Language Arts Committee consisting of eight members and met under the Chairmanship of Mr. K. Nixon a Language Arts consultant. It met whenever the Elementary Language Arts Committee wanted to develop details of specific areas of the program like the statement of philosophy, objectives, content, or to devise strategies for piloting the materials. Both the Elementary Language Arts Committee and the Elementary Language Arts Ad Hoc Committee were discharged in July, 1973 on completion of their tasks.

The Elementary School Curriculum Board

The Elementary School Curriculum Board (Table 4, number 6) according to Minutes of its first meeting held on November 7, 1968 with Dr. J. Hrabi the Director of Curriculum presiding as the chairman, was set up to replace the Elementary School Curriculum Committee. Its membership structure is provided in Appendix D. Its major responsibilities according to minutes of its meetings held between November 7, 1968 and June 1, 1973 were to receive oral and written reports and react to recommendations from the curriculum committees on some technicalities they had to meet before their program proposals were accepted by the Board and recommended to the Minister for approval.

The only time the Elementary School Curriculum Board made substantial input in the development of the 1973 interim program was in its deliberations of May 19, 1972 and December 12, 1972. According to Minutes of the Elementary School Curriculum Board (May 19, 1972)

Mr. K. Nixon presented a progress report of what the Language Arts committee had done. Mr. Nixon's progress report made reference to the following achievements:

(1) the committee had completed developing the program proposal and in fall 1972 it planned to bring its recommendations to the Elementary Curriculum Board.
(2) the committee completed planning the execution of the pilot program. Consultants in the regional offices would act as consultants in the evaluation of the materials.

A number of issues were raised on the following input components: the philosophy of the intended program, the selection of materials and the approach taken by the Department in developing the new program. Dr. Church commended the effort of the Elementary Language Arts Committee to look at communication and suggested that integration should start at the elementary school and move up to grade 12. Dr. Lamoureux was concerned that only one curriculum group might do this and this could result in fragmentation, other board members felt that there was need for articulation between and among the various curriculum committees that were operating under the auspices of the Curriculum Branch.

Dr. Church questioned the utility of testing the materials. Prof. Purvis stated that he felt it was important in selecting any materials that the teachers have an opportunity to work with and react to them. He felt there was definite value in having teachers involved in the evaluation.

Dr. Church then asked two questions related to the evaluation of language arts materials: (1) Were the teachers selected randomly? (2) Does the Committee intend to make multiple authorization? Mr. Nixon replied that each committee member had a pilot project in his

school. In addition there were another eight schools which had been selected because of socio-economic, ethnic and other differences which might have a bearing on the acceptability of the materials.

Dr. Odynak raised another issue related to the reasons for the change as he asked, why the committee was contemplating change in the program. Mr. Nixon indicated that the old program tended to be deductive and attempted to control rather than increase fluency. The new program, he added, tended to be open-ended, had a much different emphasis upon grammar, and was intended to be more functional.

More arguments arose in the December 12, 1972 meeting of the Elementary School Curriculum Board. After presentation of a detailed report by Mr. Gommeringer, the chairman of the Elementary Language Arts Committee (1972-1973, replacing Mr. Nixon the former chairman, who was studying for his Ph.D.), reference was made to costs of implementing the program and the approach the Department had taken in developing the program. According to minutes of the Elementary School Curriculum Board, December 12, 1972 a number of key questions were raised. Mr. Taylor wanted to know what changes could be expected in three years regarding the outcome of the proposed program as he felt that a million dollar expenditure should indeed result in very significant changes. Mr. Gommeringer replied that there was a widespread dissatisfaction on the part of many teachers because the old program emphasized teaching about language rather than giving the children an experience in language. He added that Alberta was the only province in Western Canada without an integrated language arts program.

Mr. Prunkl wondered to what degree the Elementary Language Arts Committee had worked with the Reading Committee to prepare an

integrated language arts approach. Dr. Torgunrud indicated that although there was some agreement with respect to such integration, considerable disagreement also existed. This was apparent especially at certain levels of the educational system. Mr. Brunner added that in preparing teachers for language arts, reading still dominated the courses offered. He felt that teachers had not been prepared to such an integrated approach and that persons in reading were not in complete agreement with the Language Arts model. Mr. Fowler suggested that if the Board was in favour of an integrated language arts approach, it would so recommend and let the universities be concerned about a separate discipline approach. He reiterated that the Board should be prepared to take a particular stand regarding an integrated language arts approach and let other decisions of the board reflect that stand.

Further probing into the area came from Mr. Mahoney who questioned the direction with respect to reading. He indicated that he had been under the impression that the recommendations made earlier were indicative of a total language arts program including reading. Dr. Torgunrud replied that the Language Arts program was not intended to replace the reading program but over a period of time that would indeed happen. Mr. Kunst, a board member, then suggested that they were now ending up with a reading program and language arts program and calling it (the total) language arts program.

Following these arguments the following decision points related to the *output* were made on December 12, 1972:

> *that an Elementary Curriculum Communications Committee be established to replace the present Language Arts and Reading Committees for the purpose of integrating the Language Arts program at the elementary level.*
>
> *CARRIED.*

Mr. Fowler indicated his reasons for this motion were

(1) work has been started on this basis and it should be finalized.
(2) the model which reflects an integrated approach was accepted and the program should now reflect the model.
(3) there are many teachers who are doing this kind of integrated work now in the classroom.

Mr. Gommeringer added that this motion would reflect the way in which the publishing companies were moving and the trends in the field of language learning.

It was also moved and seconded

that the Elementary Curriculum Board adopt the Language Arts program as outlined in the model with provision that it be accompanied by an Elementary Language Arts Handbook.
CARRIED.

Apart from a report by Dr. Torgunrud to the Elementary School Curriculum Board in its meeting of May 31 and June 1, 1973 that the Reading Committee had been disbanded and that the Language Arts Committee had now become an Ad Hoc Committee for purposes of developing in detail the Language Arts program only one more crucial issue relating to the output of the policymaking process was discussed by the Board. This issue related to the Elementary Language Arts Handbook. Dr. Johnson, a board member, asked what the intention of the Language Arts Handbook was and the dissemination plan for the publication. Dr. Thornton, a board member and a departmental official, replied that it was a recommended alternative program, although it had just been made available to schools.

Dr. Johnson then asked in what sense was it interim to which Dr. Torgunrud replied that it was interim both in format and in content. He indicated that the Communications Committee would then work with the document to integrate other aspects of language arts such as

reading, spelling, and handwriting. Dr. Thornton then informed the members of the Board about the formation of the Elementary Curriculum Communications Committee following the motion by the Elementary School Curriculum Board (December 12, 1972), which would begin to look at the possibility of integration of different language art skills. The Elementary School Curriculum Board was disbanded in 1976 following the Department's move to restructure its curriculum committees and the Board in order to form more representative structures.

The Elementary Curriculum Communications Committee

The Elementary Curriculum Communications Committee (Table 4, number 7) was formed in November 1973 following the recommendations of the Elementary Language Arts Committee (December 12, 1972) and subsequent approval by the Board. The committee was chaired by Dr. Thornton, the Associate Director of Curriculum, Language Arts. Its membership structure is provided in Appendix D. The major task of the Elementary Curriculum Communications Committee was to explore the possibility of integrating different language arts skills. Thus according to the data model its major involvement was in the *conversion process* with some implications to the *input* and *output* components. The Minutes of its eighteen meetings held between November 28, 1973 and June 1976 indicate that its primary functions and tasks were to develop appropriate objectives for each course within the language arts program, provide direction with regard to the content of the language arts program, recommend instructional materials, identify procedures which would facilitate program implementation and define strategies which would assist in the evaluation of the language arts program in elementary schools.

On the policy of integration the committee members agreed that there was need to identify those concepts included in the interim program which could be used as a basis for further development, the applicability of a diagnostic approach to all aspects of language arts and the determination of the suitability of stated language growth patterns in relation to reading. Dr. Browne, a committee member, suggested a need to examine the relationship of reading to some of the items listed under curriculum experiences in the communications model.

Another major issue discussed by the Communications Committee according to Minutes of its meetings held on March 14, 1974; May 15, 1974; June 3, 1974; September 20, 1974 was the establishment of guidelines for Ad Hoc Committees. According to Minutes of May 15, 1974 committee members agreed to establish two ad hoc committees; one committee would deal with reading and the other with other language arts. However, in its next meeting held on June 3, 1974 Dr. Browne suggested another alternative; the establishment of two ad hoc committees one concerned with expressive aspects of language and the other with receptive aspects. Mrs. Dunnwebber cautioned against separating reading from the other language arts in case it should be isolated completely from them. The formation of the two committees is recorded in the Minutes of the Elementary Curriculum Communications Committee, September 20, 1974.

Another crucial issue discussed by members of the committee was the question of integration. According to Minutes of its May 15, 1974 meeting Mr. Ballard stressed the need to examine integration not only in terms of content but also in terms of organizational structures.

After further discussion of the issue committee members suggested the need to determine at what levels integration could take place and agreed to pursue the question of integration in terms of knowledge, skills and activities, plus provide for the accommodation of a total reading program.

On the question of relationship between the goals of basic education and goals of the language arts program it was reported in the minutes of September 20, 1974 that the goals of the language arts program were in line with the goals of basic education. However, according to Minutes of its subsequent meeting held on December 3, 1974 it was noted that the objectives of the language arts curriculum were too general and they needed to be made more specific.

Two other important issues discussed by the committee related to the question of in-service and the extent to which teachers were free to develop and pursue their own curricula. Mrs. Dunnwebber's report on teacher questionnaire presented in the December 3, 1974 meeting stressed that inservice seemed to be a key issue in bringing about changes that would help teachers work within the framework proposed. She pointed out that two points were raised by the teachers who responded to the questionnaire

(1) the need for in-service related to the development of classroom programs; and
(2) the need to reach out teachers who were not yet involved.

On the issue on the extent to which teachers could develop and pursue their own curricula (i.e. participation), Dr. Thornton explained in the meeting of January 15, 1975 that:

> ... the Alberta teachers are required to teach the Program of Studies. All curriculum guides are service publications designed

to assist teachers and prescriptive to the extent they repeat statements in the Program of Studies.

It was agreed that assistance given to teachers should include options with regard to organization, teaching strategies and use of materials.

Furthermore, in June 19, 1975 the following recommendations were made for future ad hoc committee work:

Small groups.

(1) A minimum of two committee members, representing both ad hoc committees, to write the document. The total membership would be invited to react to the written document.
(2) An increase in the number of small group meetings as compared with large group meetings. Small groups with membership from both ad hoc committees could undertake specific tasks which would be responded to by the total committee.

Large groups. The subcommittee members recommended that the following tasks be undertaken by the two ad hoc committees.

(1) Prepare a rationale for integration of the language arts (e.g., 1 - 1 1/2 pages prepared by each committee and then brought together by the two committees).
(2) Examine the theoretical base in the *Elementary Language Arts Handbook* in terms of integration of the language arts. Revise as required.
(3) Prepare the details for the framework in Section II (proposed revision of the handbook).
(4) Outline the details for reading, listening and viewing (a specific task for the Receptive Language Arts Ad Hoc Committee).
(5) Reach a decision on skill development.
(6) Establish the groundwork for the specifics in Sections II and III as a resource base for the writing assignments of the small writing committee.

Another issue discussed in the November 19, 1975 meeting was an outline by Dr. Thornton of plans for a single policy committee which would be responsible for curriculum from grades 1-12. This committee was to begin functioning in September 1976. In the June 9, 1976 meeting of the Elementary Communications Curriculum Committee Dr. Thornton stated that the major activity of the new Language Arts Curriculum Coordinating Committee would be the articulation of the program from grades 1-12. Dr. Thornton added that contact with the Elementary

Curriculum Communications Committee members would be maintained until the Handbook was completed. The Committee was discharged in November, 1976.

The Expressive Language Arts Ad Hoc Committee

The Expressive Language Arts Ad Hoc Committee (Table 4, number 8) held its first meeting on October 22, 1974 under the chairmanship of Dr. Nixon. Its membership structure is provided in Appendix D. Dr. Nixon provided the following reasons for establishing the Expressive Committee which was predominantly involved in the conversion process (figure 2, p. 9).

> There was a decision in 1972 to work towards an integration of the elementary language arts. The language committee finished its task in the form of the present language arts handbook. A new language arts policy committee was formed in 1973 (Elementary Communication Committee) with Dr. Merv Thornton as Chairman. Directions were given to two ad hoc committees regarding need assessment, development, evaluation and implementation. These two committees, Receptive Language Arts and Expressive Language Arts would look at processing in addition to their own particular areas. Two years seem to be a realistic timeline for completing tasks of this committee.

The Expressive Language Arts Ad Hoc Committee was charged with the following responsibilities:

Develop in an integrated manner the area of expressive activities

(1) skills of speaking, writing and movement
(2) application of skills
(3) appreciation aspects of Language Arts (objective 2(d))
(4) integrative strands (i.e. growth patterns).

After reviewing Minutes of its eight meetings held between October 22, 1974 and March 5, 1976 there appeared to be no major discussion that was worth reporting, except to note that the committee was preoccupied most of the time in developing details for the program in areas

identified above as well as providing details on how materials for implementing the program should be selected and specifying how the pilots should be conducted. Moreover, on doing all this, the Expressive Committee was cognizant of the fact that their decisions were under the direction of the policy committee and the Curriculum Board, and thus subject to veto (November 20, 1974).

The Expressive Language Arts Ad Hoc Committee merged with the Receptive Committee and formed the Joint Committee, details of which are provided later.

The Receptive Language Arts Ad Hoc Committee

The Receptive Language Arts Ad Hoc Committee (Table 4, number 9) held its first meeting in Edmonton on October 21, 1974 under the chairmanship of B. Brunner, a reading consultant. The Committee membership structure is provided in Appendix D. Dr. Thornton, a committee member and the Associate Director of Curriculum, Language Arts stipulated that the obligations and tasks of the Ad Hoc Committee which were predominantly related to the *conversion process* were to extend the integration of the total Language Arts Elementary Program under the broader designation of communications by:

(1) acceptance of the overall philosophy that has been developed in the 1973 Interim Language Arts Handbook.
(2) to produce an interim document of the receptive language arts, in the areas of reading, listening, viewing and sensing.
(3) to produce the receptive Language Arts component of the Language Arts Handbook.

In the process of fulfilling these tasks several major issues were discussed.

Though it has been recommended by earlier committees that

further development of the integrated program should be based on the 1973 Handbook, it was stated by the chairman of the Receptive Committee January 20, 1975 that the handbook did not dictate the approach to be taken, but did specify the philosophy. After further discussion on the issue the committee members resolved that the handbook should not restrict them and they could suggest additions and deletions to the model to include a better survey of receptive areas. It was decided in the meeting of the Receptive Language Arts Ad Hoc Committee March 3 and 4, 1975 that the communications model be replaced by a model that portrays steps in the diagnostic process of language arts. After some discussion the committee members adopted the "Diagnostic Process Model" (refer to Appendix H) for the communications model.

In its March 14, 1975 meeting committee members decided that a subcommittee of the Edmonton area members, (Martin, Wilde, Brunner, Thornton) be established to develop a suggested format of the Handbook, a version be mailed to the remaining members of the Receptive Ad Hoc Committee for comments then hold a joint meeting with the Expressive Language Arts Ad Hoc Committee at the earliest possible mutually convenient date.

On the issue of integration Dr. Thornton stated in the Receptive Language Arts Ad Hoc Committee meeting February 10, 1976 that there were two types of integration:

(1) One learns something and then it becomes integrated into total life, i.e. it is assimilated.
(2) Application - teachers have responsibility to show and to demonstrate how one learning can assist learning in another area.

Dr. Wilde then raised the question "Do we expect integration only in the Language Arts or are there additional areas, i.e. Social Studies,

Art, etc.? Are they to be extended by the teacher?" He added that "if this is the intention or felt need, we must say it in the philosophy." From June 3, 1975 the Expressive and the Receptive Language Arts Ad Hoc Committees started meeting as a Joint Committee.

The Joint (Expressive, Receptive) Language Arts Ad Hoc Committee

The Joint (Expressive, Receptive) Language Arts Ad Hoc Committee (Table 4 number 10) held its first meeting on June 3, 1975 under the chairmanship of Dr. Thornton, a committee member and the Associate Director of Curriculum, Language Arts. Its membership structure is provided in Appendix D. The joint committee was formed once the preliminary work of developing the sections assigned to individual committees (Expressive and Receptive) was nearing completion. So the two committees started meeting jointly in order to synthesize ideas they had developed separately and relate them into a single program.

From the review of minutes of its fourteen meetings held between June 3, 1975 and January 20, 1978 two central issues seem to have been discussed. First was the issue of setting up of timelines to guide future activities of the two ad hoc committees. The committee members discussed and recommended a timeline which provided for program implementation by September, 1978 (see Figure 8).

Another issue of importance was related to selection of classrooms for piloting materials after they had undergone some initial scrutiny. Members of the Joint Committee agreed in the June 3, 1975 meeting that the pilot classrooms be chosen by 2 groups of people

(1) Department of Education - Dr. Thornton
(2) Regional office consultants.

1. Analyses of basic text series completed February 26, 1976

2. Receptive Ad Hoc March 4, 1976
   Expressive Ad Hoc March 5, 1976 } Meetings

3. Selection criteria of basic text evaluation subcommittee meeting March 23, 1976

4. Joint Ad Hoc Meeting April 14, 1976
   Outline for Language Arts program completed

5. Joint Ad Hoc Meeting
   Presentation for Pilot Teachers' Workshop developed and completed May 4, 1976

6. Pilot Teachers' Workshop May 20, 21, 1976

7. Commencement of pilots September 1, 1976

8. Approval of program by Curriculum Policies Board.
   - Complete by October 28, 1977

9. Completion and distribution of Program of studies statement to schools.
   - Complete by December 31, 1977

10. Completion and distribution of curriculum guide to schools.
    - Complete by February 15, 1978

11. Implementation of program extension
    - September, 1978

Figure 8

Proposed Timeline for Curriculum Change in Elementary Language Arts

(Source: Joint Committee, Receptive Expressive June 3rd, 1975)

Selection of the pilot classrooms was to be based on

(1) Geography
(2) Type of classrooms - i.e. open, closed, etc.
- ethnic, mixtures
- mixed grade classrooms
- urban and rural
(3) Some balance as to sex
(4) Teacher "types", competencies, experience and training

They also analyzed costs of textual materials needed to support the program (see Table 5). The projections were based on an average class size of twenty-five pupils taking into consideration rising costs resulting from inflation. The committee was still in operation after the approval of the program in 1977.

The Language Arts Curriculum Coordinating Committee

The Language Arts Curriculum Coordinating Committee (Table 4, number 11) held its first meeting in Edmonton November 18 and 19, 1976 under the chairmanship of Dr. Thornton. A list of the committee members is provided in Appendix D. Dr. Thornton stated in this meeting that the Language Arts Curriculum Coordinating Committee was established in place of two former policy committees, the Elementary Curriculum Communications Committee and the Secondary Curriculum Communications Committee. In order to facilitate articulation of past decisions, one member from these committees, Bill Washburn (Secondary) and Mary Cossit (Elementary) had been retained. Dr. Thornton added that the use of the term "language arts" focused on the interrelatedness of the communication skills and provided an accurate description of the major thrust of the Department, which was the development of an integrated approach to the total program.

Table 5

Cost of Materials

Series	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total
S.R.A. (Spelling Word Power Laboratory)				91.38	91.38	91.38	274.14
Edu-Media Limited (Spell/Write)	67.35	67.35	67.35	67.35	67.35	67.35	404.10
Edu-Media Limited (Continuous Progress in Spelling)	213.75			213.75			427.50
Houghton Mifflin (Interaction)	301.97			483.00			784.97
Thomas Nelson and Sons (Spelling in Language Arts)							
Gage Educational Publishing Ltd. (Strategies for Language Arts)				396.25	396.25	396.25	1188.75
Gage Educational Publishing Ltd. (Reading Unlimited)	674.75	417.50	418.30				1510.55
Gage Educational Publishing Ltd. (The New Open Highways)	544.75	353.60	380.40	293.30	293.30	293.30	2158.65
Ginn and Company (Starting Points in Reading)				325.65	325.65	325.65	976.95
Ginn and Company (Starting Points in Language)				142.50	142.50	142.50	427.50
Collier-Macmillan Canada Ltd. (Series "r")	840.67	463.58	472.08	429.05	429.01	429.04	3063.43
Visual Education Centre (Language Experience in Reading)	306.25	306.25	306.25				918.75
Thomas Nelson and Sons (L.D.R.P.)	451.75	392.75	332.00	336.25	295.00	295.00	2102.75
Holt, Rinehart & Winston (Language Patterns)	696.20	521.20	462.45				1679.85

He then posited that the committee would deal with issues and concerns in the Language Arts at all grade levels. The Committee's responsibilities and functions were to take into account assessment and possible modification of goals and objectives and where indicated the development of new ones. In addition the committee had to attempt to interpret and relate research findings in order to provide direction which would help teachers and pupils make appropriate choices among a variety of curriculum alternatives, undertake projects relating to program development, implementation and evaluation. It had to establish ad hoc committees as the need arose, make recommendations to the Curriculum Policies Board and assist the Curriculum Board in the preparation of courses of study, curriculum guides and newsletters. Hence, according to the data model (figure 2) the committee was involved in the determination of *inputs* -- goals, and choice of alternatives, *conversion process* -- program development, and *output* -- implementation and evaluation.

Three key issues that preoccupied its members between January 28, 1977 and January 13, 1978. These were the development of a Master Plan for Language Arts I - XII, the development of a viewing component and setting platform for approval of the final program by the Board and Minister of Education.

The master plan. In its January 28, 1977 meeting Dr. Nixon pointed out that:

1) A master plan should present a point of view. There should be a definite philosophy which indicates quite clearly what learning and child development theories underlie the program.
2) Integration may occur at various levels, e.g. integration of the language arts with other subjects, integration of skills within the language program, and integration of sub-skills within a particular skill.

In the meeting of April 27, 1977 Dr. Thornton added that:

> The curriculum committees were advised ... (by the Curriculum Policies Board) to identify in clear and explicit terms the content and skills for each specific grade level and to provide for local school systems and their professional staffs to determine the methodology for achieving mastery of specified content and skills.

The committee members agreed to abide to these guidelines in the development of the master plan.

The viewing component. On the issue of viewing committee members agreed in its meeting of May 31, 1977 to treat viewing as one source of experience or input and not as a basic component of language arts. However, in its following meeting on September 15 and 16, 1977 Dr. Thornton reported that the Curriculum Policies Board in its July 1977 meeting upheld that prior to submission of the document to the Minister, it indicated strong support for retention of viewing as one of the communication skills. He suggested that in the light of this the committee might wish to review its decision relating to the emphasis given to viewing in the program. In its meeting of October 17 and 18, 1977 the committee members decided to develop viewing as a basic component of the language arts program.

Approval of the final program. In the December 9, 1977 meeting the committee members suggested that the Curriculum Policies Board recommend to the Minister of Education that the organization and specification of the elementary language arts program be approved with the following conditions:

(1) the proposed reorganization and specification of the program be implemented commencing with the 1978-79 school year, and that the amended program shall be in place for no less than six consecutive years with such minor modifications as may be approved from time to time by the

Minister upon the advice of the Curriculum Policies Board; and

(2) the Government of Alberta shall provide such assistance to school systems as may be reasonably and necessarily required for teacher preparation and implementation of the reorganized program; and

(3) the Minister of Education request the universities of the province to ensure that elementary teachers in training be made aware of this reorganized program, the authorized materials, and that adequate pre-service education be provided for such teachers.

The Language Arts Curriculum Coordinating Committee was still operating after the approval of the program.

The Curriculum Policies Board

The Curriculum Policies Board (Table 4 number 12) held its first meeting on Sept. 28 and 29, 1976 under the chairmanship of Dr. Torgunrud, the Director of Curriculum. Its membership structure is provided in Appendix D. Dr. Torgunrud stated in its meeting of Sept. 28 and 29, 1976 that the Board was directly responsible to the Minister of Education. The Curriculum Policies Board deals with broad policies relating to the curriculum for Grades 1-12 in the province of Alberta. The Board recommends to the Minister policies concerning procedures and programming. Policies from the Board affect decisions of subject area committees. From the above statement the Curriculum Policies Board, according to the data model (figure 2) was to oversee decisions made by the committees at the *input*, *conversion* and *output* stages in the development of the new program.

From a review of Minutes of ten meetings of the Curriculum Policies Board held between September 28 and 29, 1976 and November 29 and 30, 1977 two major issues tended to preoccupy most of its discussions on the elementary Language Arts program.

First was the issue of integration. After Dr. Thornton's presentation of an overview of the language arts programming in the province, he sought members' views about integration.

Mrs. Milner said that children were not coming out of schools equipped to meet today's society. Teachers felt defenseless against illiteracy which she felt was the public's main concern. However, Mr. Weissenborn said that before he could make recommendations he would like to have specific information as to what precisely was being sought. He said he would like to have, as information, the foreseeable needs and expectations of society with regard to the product. He would also like more details on what students were getting and what things they were lacking, and asked that whatever materials were available to speak to the present level of performance should be made accessible to the Board. A major concern raised by Mr. Curran was the products being produced in the school systems. He said there was a raging controversy and not much light on this subject particulary as it related to students going into the post-secondary institutions. The universities were not happy with the students entering the faculties, and provincial educators complained that the universities were asking for too much. There were charges and counter-charges, but the issue was that the public was dissatisfied Mr. Curran concluded.

Members of the Board in its March 7 and 8, 1977 meeting made the following comments about program effectiveness. Members of the Board commented that public criticism of language skills among students made it essential to develop a program which showed promise of remediating publicly perceived deficiencies. Mr. Chapman added that Language Arts was the one core subject in which the public expected

the Board and professional educators to make substantial improvements in terms of student competency. Mr. Curran concurred with Mr. Chapman's observations and emphasized that it was the public's expectation that the Department would produce a very clear statement on such matters as reading, writing, and spelling. He felt that the language arts proposal was the most important one to have come before the Board and that the Board's decision would greatly affect its credibility in the public mind.

The second issue centered on the Government's announcement of the back-to-the-basics move. A "heated argument" arose in the Board's meeting February 15 and 16, 1977. A board member expressed some uneasiness about the Premier's statements with respect to basic education. She wondered "whether the Government planned to work with and through the Board or whether it intended to conduct such review without input from the Board." Another board member stressed that he "hoped the Government would take the board in confidence and not run matters through the Legislature without consultation with the board." Yet another board member commented that "politicians must respond to public pressure; however, the manner and speed of response was not clear at this time."

The Curriculum Policies Board in its November 29 and 30, 1977 meeting passed the following motions:

It was moved by K. Wagner and seconded by G. Schuler that the Curriculum Policies Board recommend to the Minister of Education that the reorganization and specification of the elementary language arts program be approved with the following conditions:

(1) *the proposed reorganization and specification of the program be implemented commencing with the 1978-79 school year, and that the amended program shall be in place for no less than six consecutive years with such minor modifications as may be approved from time to time by the Minister upon the advice of the Curriculum Policies Board; and*

(2) *the recommended program should take the total instructional time of most students; and*

(3) *the Government of Alberta shall provide such assistance to school systems as may be reasonably and necessarily required for teacher preparation and implementation of the reorganized program; and*

(4) *the Minister of Education request the universities of the province to ensure that elementary teachers in training be made aware of this reorganized program, the authorized materials, and that adequate pre-service education be provided for such teachers.*

CARRIED.

The Curriculum Policies Board was still in operation even after the approval of the program.

SUMMARY

The Annual Reports provided a brief official record of activities that had been undertaken by the Department in the initiation and development of the change. These included the setting up of an advisory committee to search into the possibility of implementing an integrated program in Alberta (1965), approval of experimentation with and development of a new language arts program.

Two briefs were presented, one to the Elementary School Curriculum Board (December 1972) and a second one to the Curriculum Policies Board (November 1977). The 1972 brief outlined the major reasons for initiating change were social, political, pedogogical and professional. In the 1977 brief however, it was stated that evaluation feedback from teachers, administrators, professors and students

had shown need for a clear statement of philosophy, specific objectives and content, plus need to update the materials to match with the above changes.

Twelve committees were identified as having played some role in the development of the new program. The Elementary Curriculum Committee was commissioned by the Department of Education to study and advise it on the feasibility of implementing an integrated language arts program. After some discussion the committee members resolved to set up an advisory committee which would explore the feasibility of implementing such a program in Alberta. The advisory committee was set up in 1965. After two years of exploration the advisory committee recommended to the Department that this was a reasonable approach to follow but it needed further investigation. The advisory committee was then disbanded and the Language Arts Coordinating Committee set up with the responsibility of establishing a Language Arts Subcommittee.

The Elementary Curriculum Committee was terminated in 1968 and replaced by the Elementary School Curriculum Board. The Language Arts Coordinating Committee was also discharged in 1968 and the Elementary Language Arts Committee set up with the purpose of considering how language integrates with various branches of the language arts. In the process of doing this it received and reviewed a communications model, received and discussed papers from members, reactions from Directors of Curriculum Conference (January 25-26, 1971), the English Language Arts Conference (March 13-17, 1972), developed the handbook and proposed timelines and made cost analyses of materials for supporting the program. The Elementary Language Arts Ad Hoc Committee did the searching for details required by the Elementary Language Arts Committee in order to fulfill its tasks.

The Elementary School Curriculum Board received reports and set guidelines for the curriculum committees. These guidelines had to be adhered to in the development of the program. Major arguments recorded in its deliberations related to issues on divisions between the reading and the language groups, criteria for recommending and piloting of materials, methodology, cost analysis and integration. The only issue that was adequately resolved was that on methodology and criteria for selecting and piloting materials. No adequate reasons were provided on the justification of the program on cost basis and further action was recommended for the remaining issues.

The Elementary Communications Curriculum Committee's major task was to explore the possibility of integrating different language arts skills. It fulfilled this task by appointing two ad hoc committees charged with the following responsibilities. The Expressive Language Arts Ad Hoc Committee developed in an integrated manner the skills of speaking, writing and movement. It also developed strategies for applying the skills in the classroom. On the other hand the Receptive Language Arts Ad Hoc Curriculum Committee was assigned the duties of producing an interim document of the receptive language arts in the areas of reading, listening, viewing and sensing. It also developed the receptive language arts component of the Language Arts Guide, 1978.

After the two committees had fulfilled part of their assignments separately they started meeting as a joint committee from June 3, 1975 to January 1978 and synthesized their separate works into a proposal that was submitted to the Coordinating Committee. The Coordinating Committee replaced the Communications Committee as emphasis shifted from integration of the program Grades 1 to 6 prior to 1976

to integration from Grades 1-12 thereafter. Hence, a merger of the Elementary and Secondary Communications Committees occurred. The Coordinating Committee was also responsible for ensuring that the Ad Hoc Committees devéloped specific content and objectives by grade level as directed by the Curriculum Policies Board.

The Curriculum Policies Board set guidelines on standards that proposals from committee had to meet before they were approved. On two occasions Coordinating Committee proposals on viewing and the statement of objectives were rejected by the Board and had to undergo some refinements before they were approved. On the question of basics there were still differences on the line of thought between what the Government was advocating and the program that the Department was developing.

The next chapter presents findings related to interview data.

CHAPTER V

REPORT OF THE FINDINGS: INTERVIEWS

This chapter presents a description of the curriculum policy-making process as revealed by interviewees in response to questions provided in Appendix B. Essential information from interviews is presented either in tabular form or summarized in words. Since three out of eighteen interviewees provided undirected commentary in relation to the change in the Language Arts curriculum a total of fifteen effective responses is assumed in all tables *except* where a comment was relevant to a specific question where the number of respondents is increased and their responses incorporated. The sequence of presentation falls under the input, conversion and output categories. In some cases, answers to more than one question are presented under one heading for convenience in reporting.

Table 6 shows how the 26 questions on the interview guide were combined into 18 topical headings. Questions soliciting information which was closely related were fused into one topic. The topics identified were so selected that they encompassed all key ideas arising from the questions. The topical headings were also closely associated with the facets of the data needs and data analysis model.

INPUT

The data needs and analysis model (figure 2 p. 9) was divided into three components, namely *input, conversion process* and *output*. Two kinds of input components were identified: (1) problems, values; and

(2) resources such as manpower and finance. The rationale, goals and motivations for the program (Table 6) relate to problems and values of the input component on the data model. On the other hand initiators of action, selection of members and economic considerations relate to manpower and finance. The following information was provided by the interviewees on each of the input factors identified in Table 6 and related to the facets specified in figure 2.

Table 6

Combination of Questions on Appendix B Adopted in Presenting Data from Interviews

Category	Topic	Questionnaire Items
INPUT	Rationale	1, 2, 3
	Goals	4
	Initiators of Change & Action	5
	Motivations	6
	Economic Considerations	9
	Selection of Members	7 & 10
CONVERSION PROCESS	Meetings	11
	Deliberations	12
	Questions & Proposals	13 & 14
	Alternatives	15 & 16
	Evidence	17 & 18
	Leverage	19
	Other Factors	20 & 22
	Legal & Structural Changes	21
OUTPUT	Decision Points	23
	Major Changes	24
	Degree of Consensus	25
	Feasibility Studies	26

Rationale

Table 7 presents the findings concerning the rationale of the

program. The first nine reasons listed in Table 7 relate to the total program. The key ones included disenchantment by teachers with the old program that culminated into their demand for change; parents accusations that schools were producing children who could not read nor write well and dissatisfaction by universities and businessmen that the graduates they received from high schools could not communicate effectively. Items 10-13 represent reasons provided on why there was need for further refinement of the 1973 interim program in order to meet the policy needs for total integration of the language arts into a single program. Reading and viewing were integrated into the final program, specific objectives and content for each grade level delineated, much of the theoretical base provided in the 1973 program translated into practise and the climate for change in North America towards integration was more conducive than ever before. Of the 13 items listed on Table 7 items 1, 2, 3, 5 and 7 related to demands for change due to prolonged use of the same program, indicating a level of boredom among teachers; concern about outdated materials which did not reflect current theoretical developments; and complaints by universities and businessmen that the quality of high school graduates was declining.

Although it appears there were as many reasons provided on the rationale for the change as there were respondents all reasons provided except item 4, had also been identified in the presentation on documentary data. On the issue of technological breakthrough a departmental official added that not only did an increase in the use of television reduce the students' and community's contact with literature but also acted as a means of raising parents awareness of what was happening in the classroom.

Table 7

Rationale for the Change

Item	Frequency		
	Department Officials ** N=3	Committee Members ** N=12	Representatives from *ATA, ASTA AND EPSB N = 3
1973 programs			
1. Bulletin 2C had been on for too long - teachers needed change	1	2	2
2. The textual materials were outdated - needed replacement for they did not reflect current theoretical developments	1	3	1
3. Continuous accusations by parents that the schools were producing graduates who could not read nor write well	1	2	2
4. Technological break-through - wide use of television.	1	-	-
5. Concerns by Professionals (Universities) and business about the quality of the graduates from school who could not communicate effectively	1	1	1
6. To develop liaison between the aims of Basic Education and the goals of the program being developed.	-	1	-
7. Reaction to new insights into the development and learning of language produced by research of linguisitc and psycholinguistic scholars	2	2	-
8. The Department was just dreaming up ideas	-	-	1
9. I do not know.	1	1	1
10. An attempt to complete the integration of the interim program to include reading, spelling, handwriting and viewing.	2	2	-
11. To meet the Curriculum Boards requirements for specific statement of objectives and content of the new program at grade levels	1	-	-
12. To translate the rich theoretical base provided in the 1973 interim program into practise - teachers found the interim Handbook unimplementable	2	3	-
13. Climate was ripe for change in North America as the theoretical and research findings were heading for integration	-	3	-

* ATA = Alberta Teachers Association, ASTA = Alberta School Trustees Association, EPSB = Edmonton Public School Board.

** Size of N remains constant for Tables 7 - 11, thereafter N = 2 for Departmental officials but remains the same for committee members.

All the 18 interviewees when asked whether the rationale was backed up by any body of theoretical knowledge replied "yes." The major theoreticians whose ideas were used included James Britton in the area of language development; Piaget and Vygotsky on how children develop language, and Michael Halliday in the area of language usage. Furthermore, they referred to Goodlad's works in the area of curriculum development. Some interviewees added that Dr. Torgunrud, the Director of Curriculum and the key change facilitator, studied with Goodlad and worked on his Ph.D. with him. They also used Wilkenson's, Frank Smith's and Ken Goodman's works in the area of reading and John Tough's in the area of language; -- Dr. McFetridge studied with Tough who was doing most of the research on language in England. In Canada reference was made to works of John McInnis from Ontario Institute of Studies. Among the committee members and Department of Education officials the interviewees reported that Dr. R. Armstrong from the University of Alberta had done excellent work on the dimensions of language, while Dr. P. McFetridge had not only developed the communication model with her doctoral students but had also written a paper on "Evaluation and the Task." Dr. Torgunrud too had written a paper on "Language Arts and Language Education." Papers from the Dartsmouth Conference (Dixon 1967) also had considerable influence in providing the theoretical base of the program. The Dartsmouth Conference papers stressed the functional approach to the teachings of language. A list of other theoreticians whose works were used is provided in the bibliography presented in the 1973 and 1978 Elementary Language Arts Handbook/Guide.

As far as hard empirical data for justifying the change was concerned, all interviewees admitted that there were no rigorous

evaluation studies done provincially or locally to ascertain weaknesses in the old program and the need for a new program. They indicated that this was the major weakness in the whole project. This led interviewees from one of the associations to declare that "the Department just dreams up ideas." However, it was disclosed by the interviewees that in the process of developing the curricula members tried to rely heavily on reactions provided by teachers, a few M.A. and Ph.D. theses written in the area of language both in Alberta and elsewhere in Canada and upon the theoretical knowledge and experience held by committee members. They also relied heavily on literature and research done outside Canada.

Asked why there was an interim and a final program, the interviewees revealed that the Department of Education decided to stamp the 1973 program *interim* because: (1) committee members had discovered during the pilot of materials that most of the teachers and students did not fully understand the content of the 1973 program, (2) supervisors also reported that both average and poor teachers experienced difficulties in implementing the new program because they did not understand the concept of integration well, (3) both the curriculum committees and the policies boards had overlooked the integration of reading and language though they were talking about a (totally) integrated program, (4) new research findings were questioning the theoretical stance on integration, and (5) teachers were disenchanted with the old program and materials so they needed change, even if only a stop gap measure. Two Department of Education officials added that the Department was urged to introduce an interim program despite the shortcomings mainly to meet expectations they themselves created.

Goals

All the interviewees mentioned that there was a very close relationship between the goals of the language arts program and aims of education in Alberta. However, more than half of the interviewees pointed out that the aims of education were so broad that one could do most of the things and still answer "yes, there was a relationship." Dr. Ken Nixon, a chairman and a member of the various committees participated in the development the goals of education right from the 1968 conference on the aims of education until their passage in spring 1978. They pointed out that the aims of language arts especially for the 1973 program were not that specific either. One interviewee maintained that it was not until the establishment of the Curriculum Policies Board in 1976 that specific statement of Language Arts objectives became necessary. But this was not an easy task to accomplish. Documentary data have revealed that the Language Arts Curriculum Coordinating Committee was still working on the refinement of the objectives even after the program had been approved by the Minister in January 1978. A letter from a school principal (see Appendix I) also questioned the rationale of stating specific objectives.

To a supplementary question asking if the Committee started by applying the Teyler or Taba model stating specific objectives then selecting and organizing content, selecting and organizing learning experiences, evaluating and checking for balance and sequence, four interviewees who responded to the question said "No." Mr. Gommeringer who tended to represent the views of the four stated:

> We started out with the intention of stating very specific objectives and working from there. This approach apparently did not seem acceptable to all members of the committee. So we ended up in somehow general objectives and tried to work from those general objectives.

Initiation of Change and Action

Despite claims by about four interviewees that they were the change initiators, twelve did not know who the change initiator was and were curious of knowing who brought about the idea. One member of the Elementary Curriculum Committee stated that it was the late Professor N.M. Purvis who articulated the idea of integration to the Department of Education and that it was first discussed in the meeting of the Elementary Curriculum Committee on November 9, 1964. Prof. Purvis was aware of the integrated approach to the teaching of language that was developing both in Britain and the United States, so he thought it might be worthwhile introducing the integrated approach to the teaching of language as a remedy to concerns raised by parents and teachers.

Dr. Torgunrud, on assuming the post of the Associate Director of Curriculum (Elementary) in 1968 and then Director of Curriculum in 1971, functioned as a change facilitator representing the interests of the Department of Education. On the resignation of Dr. Armstrong from the Elementary Language Arts Committee on September 20, 1968 -- necessitated by pressure of work at the University -- Dr. McFetridge took over as the university representative. The interviewees mentioned that her major role was that of providing the theoretical input to the committee discussions as well as keeping the research base solid.

Mrs. Onyschuk, on the other hand provided linkage between theory and practise. She would go back to her school and try out what they had discussed in committee meetings to determine its workability. She would then report back her findings to the committee. Other members participated in discussions related to various issues.

Motivations

The motivations related to the change are presented in Table 8. These included attempts by Government to meet parents' aspirations for their children, the attempt to discover ways of combating regressive influences by the mass-media on the children's learning of language, and to explore ways of remedying the university's and businessmen's concerns about the product they were receiving from the schools.

Table 8

Frequency of Mention of Motivations for the Change

Motivations	Frequency	
	Departmental Officials	Committee Members
1. To meet parents' aspirations and demands for good future life of their children	1	1
2. To discover ways of combating regressive influences by the media on children's learning of language	2	1
3. To explore ways of remedying the university's and the businessmen's concerns about the product they were receiving from the schools	2	2
4. To move back-to-the-basics in order to regain former communication efficiency	-	2
5. I do not know	-	2

One interviewee stressed the Government's strive for a "back-to-the-basics approach." She went on to say that, "in reality the 1973 program was an extremely 'basic' program because it focused on children's

language and attempted to help them use it better." She wanted it to be made clear to the advocators of a back-to-the-basics move that:

> A program which focuses on the interrelatedness of the processes of listening, speaking, reading, writing and viewing links children's present language learnings to what they already know and do with language. A major task of the school is to help children expand their language so that they will use it more efficiently and effectively to communicate, to think and to develop personally and socially. A "back-to-the-basics" approach on the other hand, tends to emphasize the development of skills in isolation from their purpose, (e.g., capitalization and punctuation are tools, not ends in themselves) and may not provide for appropriate application. Thus, language growth may be inhibited. Let me hasten to add, however, that an integrated approach to language arts does not preclude the necessity for skill development. But such development must be related to what children do with language.

Although two interviewees identified the Government's motive to move to the basics as one of the motivations they maintained that they did not cherish what was being advocated by the Premier in the Legislature. Documentary data revealed elsewhere that members of the Curriculum Policies Board were directly opposed to the direction being taken by the Government.

A summary of the views provided by interviewees on the extent to which individual members or groups had been involved in influencing the curriculum policymaking process revealed that apart from the articulation of the idea to the Department of Education by Prof. Purvis and the recommendation by Dr. Armstrong and his committee of five on the feasibility of introducing an integrated program, further input came from Dr. Torgunrud who defended and enhanced the development of an integrated program as the approach the Department had chosen to adopt.

The major groups that participated in the curriculum policymaking process were the curriculum committees and the policies boards which drew members from various groups of the community. The groups

dealing with the aims of education and the Dartsmouth Conference were also reported to have had influence. Publishers participated in the selection of materials as they were invited to present a brief overview of their programs.

The Associate Director of Curriculum, Language Arts, Dr. M. Thornton stressed that individuals who were not committee members articulated their concerns either through their representatives on the committees or the boards, their Member of the Legislative Assembly who would sometimes raise them in the Legislature or individuals who wrote to the Department. Most concerns were passed on to the relevant parties by word of mouth. He added that, unlike the social studies and the early childhood programs participation by associations and other government departments was limited.

The Alberta Teachers' Association (A.T.A.) was involved in selecting teachers' representatives who sat on the committees and in piloting of materials to support the program. The Edmonton Public School Board on the other hand played two crucial roles in the development of the program. The Associate Director of Curriculum, Language Arts mentioned that, first, it collected sample materials from the works of children that were included in the 1973 Handbook and the 1978 Guide. Secondly, in the development of objectives and skills for the 1978 program the Edmonton Public School Board had compiled a long list of objectives and specific skills for their own school system. Dr. Thornton was impressed by the School Board's efforts so the Branch made a contract with the Board to complete the work and then adopted the materials for use by the entire province.

Economic Considerations

The major economic considerations as identified by the interviewees are summarized in Table 9. Economic considerations included conditions in the Alberta economy that facilitated or impeded the availability of finance and other resources to implement the program. Interview data, however, revealed that the economic considerations were basically *associated with costs* involved in the process of the curriculum development -- travel expenses and honoraria paid to members when they attended meetings. There were also costs for purchasing textual materials or Canadianizing recommended textual materials produced outside Canada. Economic considerations also included an appraisal of the extent the Alberta taxpayers were prepared to support the program.

For expenses spent on human resources (Table 9 items 1-3) it cost the Department an average of $150 per person to bring him/her to a meeting from all over the province for a day. The honoraria paid to committee members when they attended meetings was $15 in 1973. This amount was subsequently raised to $50. The rate for board members was $20 in 1973, but it is now $75. The consultants were Department of Education employees, hence their allowances were included in the Department's budget. The interviewees pointed out that school systems paid subsidy of teachers who attended inservice workshops. The Department had very few funds for in-service teacher education.

One interviewee added that she knew that everytime she attended committee meetings it was costing her system something in terms of time she was not spending in her place of work. So unless this time was being used constructively there was a monetary waste. She added that the committee policy of holding one meeting a month was inefficient

because almost half a day was spent by committee members on each occasion reminding themselves what they did last, and this practise was resource draining. On the issue of expenses incurred by the Department to purchase and sometimes Canadianize the materials (item 4 and 5) the Department paid 40 percent of the costs provided that books were returned at the end of each year and rented to other students for two to

Table 9

Economic Considerations

Considerations	Frequency	
	Departmental Officials	Committee Members
1. Travel, board and lodging expenses incurred by the Department in bringing committee and board members to meetings in Edmonton	2	2
2. Honoraria paid to committee members when they attend meetings	2	2
3. Expenses for providing human resources (consultants) who helped the school systems to introduce the new program	1	1
4. Costs for purchasing materials to support the program	3	10
5. Costs for Canadianizing recommended textual materials purchased outside Canada	2	1
6. The Department was in the golden age (1973) of support of Education; so it was not faced with the day to day task of defending its priorities on economic base	1	-

three years before new ones are bought. One criterion for selecting materials for supporting the program was reasonable cost. Good but expensive materials were recommended as supplementary for use by

school systems that could afford to buy them.

One interviewee pointed out that in 1973 the Department of Education was in the golden age of support of education; and was not faced with the day to day task of justifying priorities on economic base; circumstances now differ. Not only was there a declining enrollment but the relative dollars that the Government was putting into education was now dropping due to inflation. A senior official in the Department of Education provided an overall comment by stating that the 1974-1978 program changes probably were not economically feasible for the program had just been changed in 1973. However, revision of the 1973 program was inevitable for reasons provided under the section on rationale for the change.

Selection of Members

Table 10 lists the major criteria on which the selection of committee members was based. Principally members were selected from four major groups, namely classroom teachers, school principals, supervisors or consultants, and professors. Table 10 presents perceptions of qualities required of members for each group before they could be selected for representation on the committees.

Three interviewees (Table 10, item 3) reported that principals were included in committees to facilitate implementation of the changes. Both the Director of Curriculum and his Associate added that when the university was asked to provide a representative, the chances of their nominating a representative who might not meet their requirements was high if it was not given a hint on the type of person the Department required.

Teachers were nominated by A.T.A. Names of two nominees for each vacancy which the A.T.A. had to fill on the committees were submitted to the Department of Education. The final selection of committee members was done by the Director of Curriculum and his associate. Details of the procedure for selecting teachers is provided in Appendix J.

Table 10

Criteria for Selecting Committee Members

Groups and Qualities	Frequency	
	Departmental Officials	Committee Members
1. *Teachers* They had to be good practising teachers of language	1	1
2. *Supervisors and Consultants*		
a) The Department wanted those with good working ability	1	-
b) It also wanted to recruit supervisors and consultants who were knowledgeable about the language arts	1	-
3. *Principals* They had to have a good administrative record	1	2
4. *Professors* The Department wanted real leaders in either one or in both disciplines -- reading and language	2	2

For the curriculum boards different groups nominated members for each vacancy on the boards. The Director of Curriculum assisted the Minister of Education in choosing one member out of every two nominated candidates. Sometimes the Minister would make final selection after consulting other cabinet members.

In terms of participation in committee deliberations once a committee was struck, the committee met as a whole unless when it decided to appoint a sub-committee to work on a specific task. In such circumstances the decision was within the committee itself to determine who should be on that sub-committee. Sometimes members volunteered to work on specific assignments or the chairman and other members decided who was to participate in a specific task in the conversion process.

CONVERSION PROCESS

Conversion process as stated elsewhere dealt with the events and deliberations through which input factors were translated into outputs -- in this case curriculum policies. The data model (figure 2) identified the following facets of the *conversion process*: deliberations, process leadership, opinion leadership, leverage, legal and structural supports and decision-making. Deliberations, leverage plus legal and structural changes (Table 6) correspond to the same facets on the data model. Meetings and other factors (Table 6) relate to process leadership on the data model. Evidence, alternatives, questions and proposals pertain to opinion leadership on the data model. The following information was provided on each facet of the conversion process identified in Table 6 and figure 2.

Meetings

All interviewees mentioned that the administration and supervision of committee meetings (see Table 4 numbers 4 and 5, 7-11) was done by the Associate Director of Curriculum. Sub-committee meetings

(see Figure 8) were called by their chairmen. Once the committees were struck, the chairmen in collaboration with the Associate Director of Curriculum called the meetings. Meeting dates were set within committee meetings. If there was any conflict then it was resolved by the chairmen and the Associate Director of Curriculum. The notices for meetings were sent out from the office of the Associate Director (Language Arts) sometimes with an agenda accompanying them. For the policies boards the chairmen specified what was to be done in the meetings.

Deliberations

Fourteen interviewees identified four major origins of deliberations: (1) committee members spontaneously identified items to be discussed, (2) committee members were assigned to investigate a topic and spearhead discussion, (3) committee chairmen spontaneously identified issues and items to be discussed, (4) committee chairmen structured agenda and discussion arose from the agenda.

Table 11

Origin of Deliberations

Origin	Frequency	
	Departmental Officials*	Committee Members
1. Committee members - spontaneous	2	1
2. Committee members - assigned	1	2
3. Committee chairmen - spontaneous	1	5
4. Committee chairmen - agenda placement	2	5

*The size of N for Departmental officials Tables 11 - 19 = 2

Dr. Torgunrud stressed that although not a committee member he provided most of the original ideas to committee members on the direction the Department was taking. Some of these were in the form of written materials.

Dr. McFetridge was quoted by most interviewees as a very strong member of the Elementary Language Arts Committee who contributed theoretical ideas and integrated them with research findings in developing the point of view. Yet another interviewee added that "knowledge seemed to play a large part in terms of the change."

The Associate Director of Curriculum Language Arts mentioned that deliberations could have been initiated by any member of the committees. However, the largest task of initiating deliberations was done by the committee chairmen or himself. Another member added that the procedure for conducting meetings was such that items would be brought forward by individual members and issues would be brought down by the Associate Director of Curriculum, Language Arts.

Questions and Proposals

Table 12 provides a summary of the basic questions considered in committee meetings. Fifteen interviewees identified seven basic questions that were discussed in committee meetings. Most of the questions identified by interviewees related to the mechanics of how to (1) develop the philosophy and objectives of the new program, (2) express the concept of integration in explicit terms, (3) select materials for implementing the program, (4) consider the types of teachers who were to implement the new program, (5) develop units to be included in the handbook/guide, (6) evaluate student's performance after program

installation; and (7) plan in-service workshops for teachers. Four interviewees revealed that most of the committees (see Table 4) spent almost 90 percent of their time deliberating these questions. The number of questions deliberated on by each committee depended on the stage of its involvement in the development of the new program. They added that 10 percent of committee time was spent in proposing future action after key issues arising from the questions were resolved.

Table 12

Frequency of Mention of Major Questions Discussed

Questions	Frequency	
	Departmental Officials	Committee Members
1. How do children learn language and how can one develop a curriculum with a philosophy that can match it?	1	7
2. How do we express the concept of integration so that it can be understood and worked out into a new program?	1	2
3. How do we select materials to be used by teachers and students in implementing the new program?	2	7
4. What type of teachers are going to implement the new program?	-	3
5. How do we develop units to be included in the Handbook/Guide?	1	2
6. How do we evaluate students performance after program installation?	1	1
7. How do we plan in-service workshops for teachers?	-	2

Ten interviewees could recall one or more formal proposals considered by the committees. A list of the proposals identified is provided in Table 13.

Two interviewees mentioned that although one of the proposals made by committee members was to relate the aims of education with the objectives of the language arts program, the aims of education were so broad that one could do literally anything and still answer "Yes, the aims of basic education were related to the objectives of the language arts program." Dr. Armstrong's proposal that the Department of Education adopt the integrated approach, however, did not receive much objection because there were not many scientific linguists in the province at that time who could challenge the point of view that he recommended.

The communication model suggested by Dr. McFetridge and others raised some controversy and stimulated much discussion in committee meetings. One interviewee pointed out that the model was not accepted. The Receptive Language Arts Ad Hoc Committee (Table 4, number 9) rejected the model for the 1973 interim program because it was too abstract. The Elementary Language Arts committee members (Table 4, number 4) initially thought that because they understood it, it would also have meaning to other people. They also thought that it would be familiar to teachers. Later, the Receptive Language Arts Ad Hoc Committee revised this position because they discovered that the handbook had very good theory but was only understood by committee members, supervisors, consultants and the outstanding teachers. Thus, it was unimplementable by the other teachers. This is one of the basic reasons why changes were suggested for the 1973 interim program. Asked why it was still included

Table 13

Frequency of Mention of Various Proposals
by Department Officials and Committees

Proposals	Frequency	
	Departmental Officials	Committee Members
1. Proposal by committee members to match objectives of the Language Arts with the statement of Educational Goals	-	2
2. Proposal by Dr. Armstrong and committee of five to adopt an integrated approach to the teaching of language	1	-
3. Proposal by committee members to adopt Pat McFetridge et al's model on which the 1973 program was based.	1	2
4. Proposal by committee members to review papers presented by individual members and invited guests in order to develop the philosophy of integration	1	-
5. Proposal by committee members that Mrs. Onyschuk experiment with committee ideas in her classroom to enable it to marry theory and practise	-	1
6. Proposal to accept the guidelines by the Curriculum Policies Board to direct committee work	-	2

in the handbook another interviewee pointed out that the Department of Education had given it such wide publicity both in the Interprovincial Directors of Curriculum Conference, the English Language Conference and elsewhere that it would have been difficult to retract it within a short time without hurting the position the Department had already taken.

Two interviewees added that the guidelines set by the Curriculum Policies Board to committees had to be followed. They had

freedom in interpreting the guidelines, but the final program had to reflect prescriptions made by the guidelines -- specific statement of objectives or content by grade level.

Alternatives

All interviewees who provided answers to the question on alternatives shared the view that once the direction was determined by the Department there was no debate on whether there should be or not be integration. Rather, how to implement an integrated program was the major issue. Alternatives were considered mainly in the selection of materials to support the program. The chairman of the Elementary Language Arts Committee (1972-1973) stated that:

> Instead of searching for alternatives, we took an eclectic approach to pool together a philosophical base, based on research findings of various writers. We did not say that we were going to take either Britton's or Halliday's approach or somebody's else particular approach and compare the two and say we will go with one or the other. We said we like this from one or we like that from the other and put it together to form our own.

In terms of arguments advanced, both the Director of Curriculum and his associate claimed that there were no serious arguments in language arts when compared to the social studies. The only serious contention lay with the reading people in the province with their main nucleus being at the University of Alberta. On talking to two out of the three named leaders of the contention group they pointed out that they objected to the integrated approach first because the reading representatives were excluded from its development until 1972 when it was about to be implemented. Secondly, they knew that the Department had not enough resources to implement three English programs -- reading,

language and an integrated approach. Therefore, the chances of the new program being successful were slim. The resources required included human resources, time, space and supportive materials. They added that a new program involving an entirely new philosophy required the retraining of all teachers. So they claimed, "we felt safe not to involve ourselves in a program that we thought was not feasible." They attributed these as the major reasons why the 1973 interim program was unimplementable.

Thirteen interviewees pointed out that other arguments related to technicalities involved in the development of different components of the program. The major ones were identified in the presentation on major questions, in the preceding section. They also added that there was a striving for balance in the program in terms of reading and language especially from 1972 to 1976.

Evidence

All fifteen interviewees who answered the question on what data were presented to either refute or support certain positions taken indicated there was not any formal testing of students to ascertain levels of competency in the old program in order to justify positions taken. The major sources of data used in the development of the new program are presented in Table 14. The sources included (1) committee and board members reporting on their experiences or perceptions, (2) reference to information on current theory and research, (3) experimentation on the ideas developed by the committees in the classrooms of some committee members, (4) use of funded knowledge by committee members, (5) data gathered from the pilot of materials, (6) contacts with various people by committee members.

Table 14

Frequency of Mention of Evidence Provided to Support Positions Taken in Deliberations

Evidence	Frequency	
	Departmental Officials	Committee Members
1. People reporting on their own experiences or perceptions	1	3
2. New developments in theory and research	2	4
3. Reflection by classroom teachers on the committee decisions to determine whether they were realistic for classroom use	1	1
4. Founded knowledge applied by knowledgeable people on the committee	1	1
5. Data gathered from pilot of materials	1	4
6. Members of the committee tried to contact as many teachers as possible in their school systems to get their reactions to the program	1	1

Four interviewees reported that committee members who had been in the teaching profession for a long time referred to their working experience quite often when making decisions. In most cases they would mention that they had been "playing the game" for years so they knew one or the other alternative would not work.

Most interviewees added that most of the research and theoretical knowledge came from works done in Britain and the United States as well as a few studies by M.A. and Ph.D. students that were done in Canada. The chairman of the Elementary Language Arts Committee (1972-1973) Mr. Gommeringer added that

findings of pilot teachers' surveys and reactions of pilot teachers when condensed into numerical data were very influential in the process of selecting textbooks.

The Associate Director of Curriculum, Language Arts also mentioned that for the 1978 program the Elementary Curriculum Communications Committee submitted the document in rough draft to over 300 teachers, solicited their reactions to a number of questions about the statement of content, considered their reactions, revised the statement of content, and then took the proposal to the Policies Board for approval.

The interviewees also indicated that judgement was arrived at through the following ways: speculation, conventional wisdom, funded knowledge and research data (Table 15).

Table 15

Ways of Arriving at Judgement

Ways	Frequency	
	Departmental Officials	Committee Members
1. Speculation	2	4
2. Conventional wisdom	2	7
3. Funded knowledge (theoretical positions)	2	3
4. Research data	-	1

The six interviewees who identified speculation as one of the ways of arriving at judgement mentioned that it was mainly used in making judgements like, "can the teacher handle it; how far can one take people before they give up." Conventional wisdom was used by members with long working experience. Founded knowledge was used mainly by

university professors, the Director of Curriculum and his associate.

The Associate Director pointed out that, "in the Curriculum Policies Board decisions were based more on experience than founded knowledge. They never used speculation." The research data came from studies done in Britain, the United States and a few in Canada. Discussions were conducted democratically and in the end motions were put forward. If they were passed they became part of conventional wisdom. Four interviewees pointed out that the tenor of the committees was very good. There was a cordial atmosphere. People felt relatively free to raise issues, and there was continuing tolerance of diverse views.

Leverage

Fifteen interviewees identified five sources of leverage that were used (Table 16). Leverage was of two types -- positional and personal.

Four interviewees noted that the Director and his associate never used their positional leverage inappropriately. However, there were instances where they had to counteract committee decisions by making some strong recommendations about the sort of decisions that a committee should make, i.e., setting the ground rules.

The remarks of one interviewee indicated the possible use of personal leverage; "I imposed it on the Committee." But she added that, she spent a long time thereafter educating the committee members about the concept of integration until they understood it well.

Two interviewees reported that the Government had lately introduced debate on the back-to-the-basics movement in the Alberta Legislature although the move was opposed to the program the Department was

suggesting. This was an allusion to potential leverage on the part of the Government.

Table 16

Sources of Leverage

Sources	Frequency	
	Departmental Officials	Committee Members
1. Experience possessed by committee members or other participants	-	4
2. Age	1	1
3. Administrative position held by any of the key actors	2	4
4. Knowledge possessed by committee members or other participants	-	2
5. Political pressure from the Premier through the Legislature	-	1

Other Factors

The interviewees identified six factors in the wider environment that appeared to have some influence on the decisions that were reached. The six factors are presented in Table 17. They included: (1) theoretical and research developments in Britain and the United States which influenced publishers, (2) written concerns from individuals, (3) clash of interest between the reading and the language specialists at the university, (4) informal dialogue, (5) visits to classrooms by supervisors, and (6) the back-to-the-basics move by government. Two interviewees pointed out that the research and theoretical developments in Britain and the United States influenced publishers and people who had contacts with the major theoreticians and researchers.

Table 17

Frequency of Mention of Other Factors in the Wider Environment Related to the Change Process

Factors	Frequency	
	Departmental Officials	Other Members
1. Theoretical and research developments in Britain and the United States had influence on publishers	1	1
2. Written concerns from individuals tended to influence committee deliberations	1	1
3. A clash of interests at the university prior to 1973 led to formation of a contention group that was squashing positive efforts towards integration	2	1
4. Informal dialogue provided raised concern by different groups	1	4
5. Classroom visits a few days prior to meetings provided hindsight of what they observed	-	1
6. Government (idea of basics) -- regressive rather than supportive	-	2

Two interviewees added that papers from the Dartsmouth Conference had much influence. At that time (1965-1972) they stressed, the British theoreticians had an overwhelming impact on the total North American Education scene since they were leaders in these areas -- theory and research. Some committee members had either studied with some of the key theoreticians, or had heard them make presentations in conferences or elsewhere in their professional circles. So the concept of integration was gradually being introduced into Canada by publishers and people who had contacts with the external theoreticians and researchers.

On the issue of strife between the reading and language specialists at the university the Associate Director of Curriculum posited that:

> In the university community prior to 1973, there was a division of thought in the areas of language and reading. The research and literature was starting to "seal" the gap but "empires" take longer to change. That does not happen in the classrooms across the province. Teachers are interested in teaching not in university politics ... Thankfully the university member on our committee at that time was interested more in "what should be" in language development than in how empires were structured.

As it was discussed elsewhere in the chapter the "back-to-the-basics move" by the Government although not antithetical to the concept of integration tended to weaken rather than to strengthen the Department's position.

Legal and Structural Changes

Three interviewees reported there were no legal changes that they knew of while two identified a new program of studies as the only legal change that occurred. The program of studies is a legal document that states what teachers should cover, the Associate Director of Curriculum added.

On the other hand, three interviewees pointed out that structural changes were more evident in frequent reorganization of the curriculum committees. There were also some structural changes in the guidebooks and textual materials.

OUTPUT FACTORS

The output component as revealed in Chapter I includes all the outcomes of the curriculum policymaking process both intended and

unintended. The output component (see figure 2 p. 9) consisted of four facets namely decision points, operational decisions, substantive decisions and acceptability of outcomes. In relating output topics (Table 6) to output components (figure 2) decision points (Table 6) correspond to operational decisions on the data model. Major changes (Table 6) relate to substantive decisions on the data model whereas degree of consensus and feasibility studies (Table 5) pertain to acceptability of outcomes on the data model. The interviewees presented the following information on output.

Decision Points

The interviewees identified eight major decision points that were made in the process of change (see Table 18). These included decision to: (1) accept the philosophy of integration, (2) develop the communications model, (3) select materials to implement the program, (4) select specific objectives and content for each grade level, (5) pilot test components of the program, (6) determine financial resources needed to implement the program, (7) determine content of the curriculum guide/handbook and, (8) recommend the new program for approval by the Minister of Education.

The eight decision points are considered important since they marked distinct stages reached in the process of developing the new program. In some instances developmental work could not proceed before certain decisions were made -- selection of materials could only be implemented after the philosophy of the program was determined.

Table 18

Frequency of Mention of Decision Points

Decisions	Frequency	
	Departmental Officials	Committee Members
1. Accept the philosophy of integration	1	9
2. Accept and develop the Communications Model	1	-
3. Select materials to implement the program and establish procedures for piloting them	1	7
4. Select specific objectives and content for each grade level	1	5
5. Pilot test components of the program	-	1
6. Determine financial resources needed to implement the program	-	1
7. Determine content of the curriculum guide/handbook	-	3
8. Recommend the new program for approval by the Minister of Education	-	4

Major Changes

Seven major changes in the new program (1978) were identified by the interviewees. These included: (1) the program was child based, (2) it contained specific statement of objectives and content by grade level, (3) more structure was provided to the ingredients of the program, (4) more direction was given to teachers and administrators, (5) deliberate attempts were made to integrate reading and language, (6) better supporting materials were recommended, and (7) reading was de-emphasized while increasing emphasis on language.

The interviewees also revealed the following gradual changes

from Bulletin 2C (the program being implemented prior to introduction of the new program) to the final program. Bulletin 2C stressed the teaching of language, reading, writing and listening as discrete programs. The 1973 interim program was designed to integrate the various discrete programs, and approach the teaching of English from a holistic point of view. Hence, the interim program was:

(1) child centered whereas Bulletin 2C was subject centered.

(2) the objectives were stated in general terms.

(3) the structure of the interim program was implicit (left individual teachers to develop details and interpretation).

(4) reading and language were still taught separately.

A list of the specific objectives, content and skills for each grade level for the new program is provided in the 1978 guidebook. These sets of objectives, content and skills had to be realized at the end of each school year. The program was highly structured to ensure that teachers did not have to gamble on the basic things they had to cover in the new program.

Degree of Consensus

Sixteen interviewees responded to this question in which was fourteen committee members and two departmental officials. Eleven committee members and one departmental official indicated that there was a high degree of consensus in arriving at final decisions in committee deliberations. Another departmental official indicated that 95 percent of the decisions reflected consensus. Outside the committee two departmental officials, six committee members and one representative from the associations reported that probably up to this day there has been little

agreement between the reading and language groups at the University of Alberta. One committee member added:

> Universities have cherished their own identity and autonomy and they cling very strongly to that. The Department of Education cannot influence the way universities teach. In this particular instance it worked towards our disadvantage.

Table 19

Frequency of Mention of Major Changes

Changes	Frequency	
	Departmental Officials	Committee Members
1. The new program was more related to children (there was a shift from a subject centered to a child centered curriculum)	2	10
2. The new program contained a specific statement of objectives and content by grade level	2	2
3. More structure was provided to the major ingredients of the program	1	3
4. There was more direction to teachers and administrators	-	6
5. There was a deliberate attempt to integrate reading with language	-	3
6. Better supporting materials were recommended	-	4
7. De-emphasis on reading and increased emphasis on language	-	2

Another committee member posited that maybe the only possible solution to the problem on differences among the two groups was following the Edmonton Public School Board's new policy of hiring language teachers. He mentioned that

> almost all students in elementary education take language and reading. In fact school boards have come up with the policy that they will not hire unless students have courses in language and reading which has forced students into language arts options.

Another committee member stated that with increased recruitment of language consultants for the school systems, the creation of a common centre for teaching language at the University of Lethbridge, more students graduating in language arts and the abolition of the reading committee both by the Curriculum Branch and the Edmonton Public School Board, integration was gradually developing in Alberta.

Feasibility Studies

All of the eighteen interviewees mentioned that they were not aware of evaluation studies. The only kind of evaluation they could remember was related to the selection and piloting of materials and reactions provided by some 300 selected teachers across the province who provided feedback to the Branch on the statement of goals and content for the 1978 program.

One departmental official acclaimed that it was difficult to make educational evaluations rigorous in a democratic society because most parents would not like to have their children treated as guinea pigs. Another departmental official added that it was difficult to control factors like increased number of broken homes, "increased number of single parents and excessive watching of television by children, factors which he thought had influence on the reading and writing skills of students. However, one committee member posited that:

> In the committee there were some people who felt very strongly that there was no need for change. Some members thought that we were doing both fine and great. There is need for more rigorous evaluation of the old program before embarking on a new program in future.

SUMMARY

Information gathered from interviewees showed that the reasons provided for the rationale of the change were similar to those provided from documentary sources. All interviewees pointed out that the rationale was backed up by a body of theoretical knowledge and research but most of the works were done in Britain and the United States. A few theoreticians in Canada included John McInnis from the Ontario Institute of Studies in Education and committee members representing the Alberta universities. Papers from the Dartsmouth Conference added to the reservoir of theoretical knowledge.

There was consensus among interviewees that there were no rigorous evaluation studies in Alberta to determine the level of parents' desire and to measure the students' level of performance in order to justify the change. They all reported that this was the major weakness in the whole project. However, reactions by teachers and administrators provided in the pilot projects and a few M.A. and Ph.D. theses done in Canada provided some background data on which they based their arguments.

The interviewees also pointed out that there was a close relationship between the aims of education and the goals of the Language Arts program because there was a cross-representation of members in the development of the two. However, aims of education were quite broad while goals of the Language Arts program were more specific.

Professor N.M. Purvis was identified as being a change initiator. Other facilitators included Dr. Torgunrud -- administration,

Dr. Armstrong and Dr. McFetridge -- theoretical and research base, and Mrs. Onyschuk -- practice.

The basic arguments revolved on selecting a program to meet parents', teachers' and businessmen's aspirations. The Government suggested a "back-to-the-basics" move, while language specialists were advocating a functional approach which was not complementary to the government's move. The specialists' program is the one being implemented.

Economic considerations included implementation and operational costs. More emphasis was placed on the former than the later. Committee members were selected mainly from groups of teachers, supervisors, administrators, and University professors who had good background knowledge in language and were also good teachers or administrators. Members of policies boards were selected from various professions. Final determination of committee members was done by the Director of Curriculum and his associate, while for the policies boards final selection of members was done by the Minister of Education in consultation with the Director and/or other Cabinet Ministers. All selected members attended committee or policies board meetings. The committee or board members decided on their own how to share responsibilities among themselves.

Meetings were administered by the office of the Director/ Associate Director sometimes in consultation with committee chairmen. Meeting dates were set in previous meetings but sometimes altered by the chairman or the Associate Director of Curriculum (Language Arts) and members notified.

The deliberations originated from a structured agenda with items being suggested by individuals and issues coming from above. The major questions discussed in the meetings related to what philosophy, how best to express it so that it could be understood and worked out into a program, selection of materials to support the program, how to develop components of the program, set up evaluation strategy and organize in-service workshops.

Proposals included adopting an integrated approach relating aims and objectives of the program to educational goals, selecting a model on which the program was based, and setting guidelines by the Curriculum Policies Board to direct committee work.

The program was "singular" and followed an eclectic approach in determining the ingredients. Alternatives were presented only in the selection of materials. No formal testing to ascertain students' level of performance in the old program in order to justify positions undertaken was done. Judgement was arrived at through speculation, experience, founded knowledge or by using any other source of data that was available.

Experience, age, position held, knowledge possessed and political pressure were the main sources of leverage. Other factors which had some influence in the curriculum policymaking process included theoretical and research developments in Britain and the United States and concerns articulated to committee members and/or the Department of Education plus differences between the language and the reading specialists.

The only legal change was a new program of studies for teachers. Structural changes were mainly related to creating new committees from

time to time that implemented some earmarked tasks. There were also changes in handbooks/guidebooks and other supporting materials.

The major decision points included acceptance of the philosophy of integration, adoption of the communication model, selection of materials to implement the program, developing specific objectives and content for each grade level, pilot testing components of the program, determining financial resources needed to implement the program, and determining the content of the curriculum guide/handbook.

The major changes in the new program included a shift from a subject centered to a child centered program, specific statement of objectives by grade level especially for the 1978 changes, more structure in the major components of the program and better supporting materials.

There was high degree of consensus in committee deliberations. People felt relatively free to raise issues, and there was continuing tolerance of diverse views. Evaluation studies had not been undertaken to determine the level of performance that warranted the adoption of a new program. Hence it was mentioned that this is an area which needs more attention in future curriculum work.

In the next chapter is presented the analysis of the findings.

CHAPTER VI

ANALYSIS OF THE FINDINGS

This chapter contains an analysis of the process involved in the change in the elementary Language Arts program culminating with implementation in September 1978. The analysis involves combining information from the documentary and interview data sources in terms of categories derived from the conceptual framework. The chapter is divided into three sections corresponding to the three major components and sub-components of the data needs and data analysis model (figure 2, p. 9). The first section provides a brief description of the perceptions and sentiments, human resources and other resources that formed the major inputs into the policymaking process. The second section deals with the conversion process in terms of the deliberations, process leadership, opinion leadership, leverage, legal and structural support, and decision making. The third section deals with the decision points, operational decisions and acceptability of outcome which formed the basis for exploring the output factors related to the curriculum policymaking process.

INPUT FACTORS

The input factors are analyzed under the following headings: perceptions and sentiments, which encompass values, beliefs and positions; human resources which involved the policymakers working either in groups or as members of organizational units; and, other

resources which included finance, time and materials used to facilitate implementation of the program.

Perceptions and Sentiments

Perceptions and sentiments included the values and beliefs of various segments of Alberta society concerning both the actual and desired level of language proficiency among school leavers.

A number of general values appear to be associated with the changes in the elementary Language Arts program. Parents valued a sound education for their children which included proficiency in language. Businessmen valued employees who could communicate effectively with clients and other members of the organization. Universities expected freshmen to have mastered basic communication skills.

Some parents, businessmen and university professors believed that language skills were not taught well in schools. Some teachers were dissatisfied with the curriculum that had been in effect for the previous fifteen years; they were pressing for change. Since the Department of Education had the legal authority and organizational responsibility for developing new curricula, some officials felt they had to do something to remedy this situation once such concerns were articulated.

In the process of developing the new program, particularly in 1972 when the 1973 interim program was about to be introduced into the schools, the Department realized that more work needed to be done. This was necessary, in part, because reading and language were still viewed as separate areas in the 1973 program. Committee members had

also discovered through the pilot testing of materials that most teachers and students did not fully understand the content of proposed 1973 program. Supervisors' reports also reflected the impressions that both average and poor teachers did not understand the concept of integration well.

The issue also had political overtones. In some respects "back-to-the-basics" was antithetical to the idea of integration because it seemed to stress the teaching of skills per se without taking into consideration their application.

The theoretical base for the change was derived from research work done in Britain and the United States where researchers and scholars favored the integrated approach to the teaching of English. Papers from the Dartsmouth Conference were another influential reference. Some master's and doctoral studies done in Canada were judged by committee members as being useful. Works by John McInnes of the Ontario Institute of Studies were also widely used.

The platform was expressed explicitly in a statement of the goals of the language arts program:

> To provide opportunities for students to experience language in functional, artistic and pleasureful situations within the aim:
> (1) to develop awareness of the interest in how language works;
> (2) to develop an understanding and appreciation of wide range of language use -- stir imagination deepen understanding, arouse emotion and give pleasure;
> (3) to develop flexibility in using language for a variety of purposes.

A comparison of the aims of basic education with the goals of language arts program showed that there was a high degree of consistency between the two. Of course, a broad statement of aims can encompass a variety of specific objectives of language arts. Whereas the goals of

the 1973 interim Language Arts program were quite broad, more specificity of goals/objectives was a feature of the 1978 program. This aspect was challenged; however, members of the Elementary School Curriculum Board raised concerns about whether the Curriculum Branch was becoming involved in specifying methodology. The Alberta Teachers Association representative on the Board maintained that methodology was still at the discretion of the classroom teacher even though the program of studies had to be used by all teachers. Another concern articulated to the Department by school principals concerned the usefulness of specifying objectives. The Department's reply was that objectives and content had to be specified because of the need to provide guidance to teachers of all categories -- good, average and poor -- so that they could implement the program effectively. Answers to individual concerns were difficult to get because some participants seemed to feel uneasy when they were asked to comment on negative remarks that had been made about their involvement in the development of the program.

Human Resources

Most of the curriculum development work was done by Department of Education committees and the policies boards. Though the departmental formulae of representation on the committees and the boards were closely adhered to, a comparison of Appendices C and D shows that there was not a one-to-one correspondence between the formulae and the actual membership on the committees. Curriculum committees were dominated by administrators and included only one or two classroom teachers. An explanation given by a Department of Education official

of this discrepancy was that some teachers who were selected for membership on the curriculum committees became principals or supervisors during their committee tenure. New members could not be added in the midst of curriculum work since they would be unfamiliar with previous developments.

Procedure for selection. Curriculum committees were made up of classroom teachers nominated by the Alberta Teachers Association. An advertisement with the number of openings appeared in the A.T.A. News (see Appendix J) and interested members were invited to apply. The applications were scrutinized by the Administrative Assistant, Professional Development, and potential candidates received formal application forms together with instructions. A sample of the application form and the instructions is provided in Appendix J. The Alberta Teachers Association Professional Development Department in collaboration with the Alberta Teachers Association Curriculum Committee then reviewed the application forms and the professional record of the applicant before they selected two names for each vacancy on a committee. Names of nominees were then submitted to the Department of Education. The final selection of committee members was made by the Director of Curriculum in consultation with the Associate Director. The Director of Curriculum and his associate tried to strike a balance in terms of such criteria as sex and geographical distribution of members. Teacher nominees had to be teaching language arts in the elementary grades and had to be recognized as competent teachers and good thinkers.

The other group of members on the committee were school system supervisors who were knowledgeable in the area and who were respected for their work in language arts. Most of them were known to the

Director and his associate who selected them for committee membership and then informed their supervisors.

Committee chairmen were, and still are, departmental language arts consultants. The practice is based on the assumption that the task of developing the new curriculum would more likely be completed in a manner acceptable to the Department.

For university representatives, the Department of Education officials wrote to the Dean of the Faculty of Education and indicated the number of persons they would like to appoint to the committee. Sometimes the Department officials suggested names of individuals they thought could make a contribution. In most cases the people they suggested to the Dean were eventually appointed.

The Department was striving for integration in the 1973 program. However, the major discipline in the language arts area was reading. Because the Department wanted to adopt the integrated language arts program the logical university representative would be one with a language arts background. Reading specialists were not actively involved in the language committee up to 1974 when there were determined efforts to integrate reading and language.

In the case of the Curriculum Policies Board, normally the Department placed advertisements in newspapers and interested persons who met the requirements applied through their associations. The associations included the Alberta Teachers' Association, the Alberta School Trustees'Association and the Home and School Association. Each association then recommended two names to the Department. Other nominees came from the public school boards, business organizations, professional associations and the universities. The Minister of

Education, in consultation with the Director of Curriculum, made the final selection. Normally, during the selection process, the Director and the Minister would scrutinize the applicants separately then compare notes before making final selection. The Minister was not bound to accept the recommendations provided by the Director in making final selection of members.

Other Resources

Other resources used in the process of developing the new program included finance, time and materials. There were two types of costs involved, namely, operational costs and implementation costs. Operational costs covered travel expenses incurred by the Department of Education to bring committee members from all over the province to meetings at chosen centres, usually Edmonton. The average cost per person for attending a committee or board meeting in Edmonton was estimated by the Department to be $150. This amount included travel, hotel, subsistence and honorarium. Committee members were paid an honorarium of $15 in 1973 and $50 per day in 1978 while attending committee meetings. In 1978 the honorarium for board members was $75 per day. When the services of a substitute teacher were needed during a member's absence, the school system was paid $50 per day. No mention of other operational costs like equipment, facilities and supporting staff that were used to facilitate the process of committee meetings was made.

In the selection of materials to support the implementation of the new program the cost factor was an important consideration though not the most crucial one. If a set of textual materials was considered

to be good it was not rejected just because of cost. But if in the process of selecting materials it was found out that two sets of texts were similar in all aspects except cost, then the less expensive one was selected. There was also a cost of "Canadianizing" some materials. When superior texts, written outside Canada, were recommended for use in schools, some stories and pictures had to be changed to suit the Canadian context.

Texts were discounted 40 percent to school systems provided they placed books on a rental plan which made them available to students at 20 percent of the cost of the text per year. School systems submitted their estimates to the Department of Education. After a study of the estimates by departmental officials the money was then made available on per student basis.

The Department of Education allocated only limited funds for in-service training of teachers; consequently, school boards met nearly all of the expenses for teachers' in-service workshops.

Timelines were set late in the development of the program, normally after the committees had completed most of the assigned tasks and wanted to project when they had to pilot test parts of the program and the instructional materials. Most of the timelines were related to when the pilots would begin, the approximate time for the approval of the program and the intended implementation date. From 1974 the Department of Education began to set timelines for committee work. The Department also specified committee tasks in order to expedite their work in developing the program.

Committee members were concerned about the amount of time spent in developing the new program, and some senior departmental

officials suggested that there was a need to look for more efficient ways of completing the task. One interviewee was concerned about the spacing of meetings because she thought that much time was wasted by members as they tried to recollect what they deliberated on a month or two ago. She was also concerned about the amount of time she was spending away from her place of work. This is an issue that did not seem to concern other committee members.

There were no deliberate efforts to record costs of materials like notebooks or duplicating copies of committee minutes used in specific projects. Instead materials were charged to a specific office such as Associate Director of Curriculum, Language Arts. A record of xeroxed copies was maintained. In the selection of textual materials to support implementation of the program, publishers' copies were made available for inspection.

CONVERSION PROCESS

Conversion deals with the events and deliberations through which input factors are transformed into outputs, in this case, into curriculum policies. Information pertaining to the conversion process is analyzed under six sub-topics: deliberations, process leadership, opinion leadership, leverage, legal/structural supports and decision-making.

Deliberations

Committee chairmen formally structured an agenda, and deliberations arose from the agenda. Committee members had the opportunity

to add or subtract any item from the agenda when it was presented to them for approval. Reference to minutes of previous meetings was often made by the chairmen in developing the agenda. Sometimes the chairmen consulted the Associate Director or the Director of Curriculum for matters that required their attention and clarification. The procedure for initiating deliberations was such that items would be brought forward by individual members and issues would be brought down by the Associate Director of Curriculum (Language Arts). In some instances committee chairmen spontaneously identified issues and items to be discussed. At times committee members were assigned to investigate a topic and to lead discussion.

The major issues that were discussed included the following: studying the feasibility of introducing an integrated approach; clarifying the concept of integration; selecting a model which would reflect the philosophy of the program; deriving objectives and content; selecting materials; and selecting the structures needed for further exploratory work. Each of these is described briefly in the paragraphs which follow.

The concept of an integrated program was introduced in the meeting of the Elementary Curriculum Committee on November 9, 1964. After discussing the idea, committee members declined to approve in principle an integrated language arts program without further information. They suggested the establishment of an advisory committee to study the concept of integration of language arts. The issue was resolved through a process of comparative analysis. Since integration had proven to be an effective premise for curriculum building in Britain and the United States, the committee concluded that there was

need to provide for interrelationships among language arts in Alberta.

In order to clarify the concept of integration, knowledgeable members on the curriculum committees, as well as invited language specialists, wrote papers and made presentations on assigned topics. Committee members then raised questions on issues arising from the presentations and the papers were then revised by the writers to accommodate ideas arising from the discussions. The summaries of the papers formed the basis from which the philosophy and the content of the program were later derived by committee members.

A communications model (Appendix E) was accepted as the basis for the 1973 program. The initial model was discussed by members of the Elementary Language Arts Committee, the Elementary School Curriculum Board, the Interprovincial Directors of Curriculum Conference and the English Language Conference. Several modifications were made before it was included in the interim handbook. Although some members of the Elementary Language Arts Committee had reservations about the model, they still agreed that it be included in the 1973 handbook. The Committee members decided not to reject the communications model at that time because it had received wide publicity. The communications model was later rejected for the 1978 program because members of the Elementary Language Arts Receptive Committee felt that it was not a model but a summary of ideas. It was subsequently replaced by the Diagnostic Process Model (see Appendix H).

Direction for the development of objectives and content for the 1978 program was provided by the Edmonton Public School Board in the form of a list of objectives and specific skills which had been developed for that school system. The Curriculum Branch contracted

with the Board to complete the work and then adopted the materials for use by the entire province.

The ad hoc committees presented program proposals to the policies boards for their consideration. Once they were endorsed by the boards, guidelines for examining materials were developed by the ad hoc committees. These guidelines were applied in reviewing all the textual materials that had been submitted by publishers and a "short list" was prepared. Textual materials on the short list were pilot-tested in experimental schools while other schools that were not using the new materials served as the control. Final selections were made after the pilot tests.

Determining what structures were needed for further exploratory work related mainly to the work of committees. Recommendations for setting up a new committee were made mainly by curriculum committees after they had completed the assigned tasks. The recommendations were reviewed by the curriculum boards before new committees were struck.

An overriding issue that kept recurring in committee deliberations related to the cultural, social, political and economic background of children. Specifically the question was: how could a program be developed that would take care of all the diversities? Both the Interprovincial Directors of Curriculum Conference on the Culturally Different and the English Language Conference provided ideas that committee members referred to frequently in the development of the new program.

Other issues of lesser significance which were discussed related to technicalities involved in developing the different components of the program, for example providing detailed statements of objectives,

relating objectives to grade levels, and specifying the number of objectives per grade.

Process Leadership

Process leadership included functions performed by people who helped the Department to define the problem and to find ways of responding to concerns expressed by the professionals, businessmen, parents and the general public about children leaving school without adequate language skills. Process leadership also included functions performed by actors who helped the Department define the philosophy of integration, to set objectives, and to acquire relevant resources necessary for implementing the new program.

The pressures for change were manifold, as was the leadership they evoked. Process leaders included people who had personal convictions but who, in framing and articulating them, were sensitive and responsive to the demands of those with whom they were dealing. The process leaders included Prof. Purvis and Dr. Armstrong who acted as change initiators and solution givers, as well as Drs. Torgunrud and McFetridge, and Mrs. Onyschuk who acted as resource linkers.

Prof. Purvis. His work experience and contacts with the schools as a Superintendent of Schools, Taber, 1954-1958; Assistant Director in charge of Elementary Education 1959-1961; Associate Director of Curriculum, 1961-1964, and thereafter as a professor at the University of Alberta acquainted him with the problems in the level of language proficiency in the schools. He articulated the concerns identified in the rationale for the change to the Department of Education. He also articulated the idea of integration to the Department

of Education. Prof. Purvis was aware of the integrated approach to the teaching of language that was developing both in Britain and the United States. He raised the possibility that the integrated approach to the teaching of language might be more effective than the existing approach.

Dr. Robert Armstrong. As chairman of the advisory committee Dr. Armstrong provided leadership in gathering information on the feasibility of introducing an integrated program in Alberta elementary schools. The Armstrong Committee met in December 1966 and reached the following conclusions: (1) the language arts bulletins were out of date, (2) the rate of change in curriculum instruction in the various areas of language arts made it essential for a continuing examination of these areas (i.e. reading, language, speaking and listening), and (3) *there was need to provide for the interrelationships among language arts.* Recommendations by the Armstrong Committee were based on professional opinion and research findings emanating from studies done elsewhere. The most crucial recommendation made by the Armstrong Committee was the need for further study of how language arts were interrelated. It did not recommend to the Department that the only strategy was implementing an integrated program. However, once the Department of Education, received the Armstrong recommendations it adopted and retained the concept of the integrated approach.

Dr. Eugene Torgunrud. Dr. Torgunrud, was the Associate Director of Curriculum (Elementary) 1968-1971, and later Director of Curriculum from 1971 and thereafter. Once the Department of Education decided to adopt the integrated approach in developing the new program Dr. Torgunrud

functioned as a change facilitator representing the interests of the Department.

Dr. Torgunrud's professional background, his sense of humour and his openness enabled him to play crucial roles of attending to a variety of questions. He held interviews with individual members who were concerned about the new approach the Department was taking. He visited the University of Alberta where most of the contention between the language and reading groups was centered. Furthermore, he talked to the concerned parties and explained the Department's stand on the integrated approach. However, no satisfactory solutions to the reading specialists' concerns were found.

Dr. Patricia McFetridge. When Dr. Armstrong resigned as university representative on the Elementary Language Arts Committee on September 20, 1968, he was replaced by Dr. McFetridge, who was also a member of the Department of Elementary Education, University of Alberta. She remained a member of the Elementary Language Arts Committee until it was discharged in 1973 after it had developed the interim program. She was a proponent of the integrated approach and influenced the committee in this direction by explaining the concept. Dr. McFetridge and her doctoral students developed a communications model which she used to illuminate the point of view. She also wrote a paper on "Evaluation and the Task" and synthesized papers written by other committee members.

Mrs. Onyschuk. Mrs. Onyschuk was an elementary school teacher, and a member of the Elementary Language Arts Committee. Her major contribution was in the area of bridging theory and practise. In her own teaching she tested many of the proposals on which the committee

had deliberated in order to assess their practicability. The results which she reported to the committee proved to be influential.

Other committee members also made useful contributions at one stage or another through participation in assigned tasks.

Opinion Leadership

Opinion leadership came from a variety of sources. Information pertaining to three specific groups in their order of significance, is analyzed below. These groups included language and child development specialists outside Canada; language and curriculum development specialists on the curriculum committees; and the specialists in reading at the University of Alberta.

Language and child development specialists outside Canada. Different approaches advanced by linguists were not compared and one of them chosen. Instead, the Elementary Language Arts Committee members took an eclectic approach of pooling together ideas from works of different theoreticians and built their own program. Committee members relied heavily on Britton's works and much of what he had written was carefully studied and applied whenever feasible. Piaget's works were mentioned whenever the committee talked about child development and language acquisition. Papers from the Dartsmouth Conference formed the basis of arugments related to the development of an integrated program. The major thrust of these papers was on the functional approach to the teaching of language.

Language and curriculum development specialists on the committees. The opinion leaders were Drs. Armstrong, McFetridge and Torgunrud. Dr.

Armstrong's opinions were mainly shared with the Advisory Committee in determining whether it was feasible for the Department to adopt an integrated approach in language arts. Dr. McFetridge's role has been spelled out under process leadership. Dr. Torgunrud's knowledge about curriculum development was instrumental in helping the committees and the policies boards set guidelines for directing committee work, specifying objectives, choosing content and skills suitable for children at different levels and selecting materials to support the program.

Reading specialists at the University. Reading specialists in the Department of Elementary Education had some very basic questions to which they were seeking answers but their opinions were not influential, at least for the 1973 interim program. Analysis of their concerns is useful from an administrator's point of view since it provides some basic knowledge about conflict resolution. Once the Department decided to adopt the integrated approach, the reading specialists were excluded from active involvement in the development of the program for almost five years (1968-1972). This exclusion resulted in resistance to the change by the specialists because they felt that their position was being undermined. Among their concerns was whether the Department had adequate physical, monetary and human resources for implementing three programs -- language, reading and integrated language arts -- concurrently. Furthermore, they wondered whether the Department had weighed all of the concerns raised by various groups and had empirical justification for an integrated approach. Examination of the reasons for the 1978 final program reveal that the Department was trying to solve problems foreseen by the reading specialists which could have been

avoided if they had been carefully attended to in the development of the 1973 program.

Leverage

During the development of language arts policy, Department of Education officials used positional leverage while other actors applied personal leverage. Department of Education officials pointed out that so long as the committee members made the "right" decisions positional leverage was not used. However, there were instances when departmental officials made some strong recommendations about positions taken by various groups. For instance once the Department was in favour of the integrated language arts approach, the Elementary School Curriculum Board empowered departmental officials to let the universities concerned about a separate discipline approach to know the Department's stand. They laid down the ground rules on which committee work should proceed. Personal efficacy was demonstrated by Dr. Torgunrud. He held frank discussion with the reading specialists at the University of Alberta and managed to reconcile some of the differences though he could not solve all of the problems.

The Department's power arises from legal authority vested in the Minister of Education by *The School Act*. This authority is delegated to the Curriculum Branch, the policies boards and curriculum committees. Curriculum committees' decisions were subject to veto by the curriculum boards.

The leverage of the universities was exerted by individuals in the reading group and the pro-integrated language arts group. Members of the reading group were concerned about their future status once the new program was introduced. The key problems identified by the reading specialists, however, helped the Department of Education to realize some of the difficulties which had not been addressed objectively.

The pro-integrated language arts group, on the other hand, used theoretical and research data from sources within and outside Canada to justify its cause. Knowledge was their main source of power.

Other significant groups included the legislature and associations in Alberta, and groups in Britain and the United States. In Alberta pressure came mainly from the Legislature; very little pressure came from the different associations in the province. In the fall of 1977 when the Legislature was discussing issues related to basic education, the "back-to-the-basics" move was echoed quite often in the House. The Government's emphasis on basics however, was directly opposed to the concept of integration advocated by the Department. Hence, the Government was indirectly opposing rather than reinforcing the Department. The end result was confusion. This led a member of the Curriculum Policies Board (February 15 and 16, 1977) to declare that he hoped the Government would take the Board in confidence and not present policies to the Legislature without consulting the Board.

Teachers nominated by the Alberta Teachers' Association articulated concerns expressed by other members in committee meetings. Active coalitions within the A.T.A. group presenting a particular point of view or opposing a stand taken by the Department were not evident. Concerns from classroom teachers were articulated to supervisors when

they visited the schools. Likewise, other associations -- the Home and School Association, and businessmen -- articulated their concerns through their representatives on the committees or boards. Sometimes individuals wrote in person to the Department. These were indications of informal exchange between committee members and the groups they represented.

Outside influence came primarily from the decisions made at the Dartsmouth Conference. Representatives from English speaking countries -- mainly Britain, the United States and Canada -- stressed the need for enhancing the functional approach to the teaching of language. Papers from this conference were a major reference source for committee members. Additional influence came from theories and research findings generated by scholars and researchers in Britain, the United States and to a lesser extent, Canada.

Legal and Structural Supports

The legal mandate on which departmental officials and the policies boards as well as curriculum committees based their authority in providing direction to other parties or ad hoc committees was contained in sections 12 and 13 of the *1970 School Act*. Section 12 empowered the Minister of Education to prescribe courses of study or to approve pupil programs submitted to him by a board as well as instructional materials. On the other hand, section 13 allowed the Minister to delegate some of the powers identified in (12) above to a board, with or without discretion. Details of delegated powers and responsibilities are provided in Appendix C. The only legal change that occurred in the development of the total program was the new

Program of Studies which all teachers had to follow in implementing a program. Neither the 1973 interim handbook nor the 1978 curriculum guide were prescriptive documents. They were service documents that provided notes to administrators and teachers to follow in implementing the program of studies if they so wished. Schools were, on the other hand, required to use the recommended materials; however, if a school board found materials that suited the needs of their children better, they could use them only after they had made a formal application to the Minister of Education. There was no guarantee that such permission would be granted.

Structural changes took the form of two policies boards which were set up during the span of the change. These were the Elementary School Curriculum Board set up in 1968 and the Curriculum Policies Board set up in 1976. An examination of the membership of the Elementary School Curriculum Board (November 7, 1968; May 22, 1970; and December 12, 1972 Appendix D) revealed that about 95 percent of the members were educators. Less than 5 percent were representatives of the Home and School Association and the Alberta School Trustees Association, and these were the only members who were non-educators. Apart from the departmental members who held key positions, other members of the Elementary School Curriculum Board were changed after two years. The structure of the Policies Board (1968-1972) did not provide for representation of the major interest groups in the province. The Curriculum Policies Board (1976) was more inclusive and representative. A list of its members is provided in Appendix D. It drew members from the public at large, practising classroom teachers, Alberta Education, A.T.A., A.S.T.A., Conference of Alberta School Superintendents,

Legislative Assembly and post-secondary institutions. The duration of membership tenure ranged from one to three years.

The membership structure of curriculum committees was more stable. Once a member was appointed he remained on the committee until it either completed the assigned tasks, was discharged, he resigned due to pressure of work elsewhere, or he was transferred outside of the province. Even in cases where the committees were disbanded and new ones set up, one or two members were retained on new committees to provide liaison with work done by previous committees. The Department's formula for representation on curriculum committees stipulated that 50 percent of committee membership must be classroom teachers nominated by A.T.A. and appointed by the Department. An analysis of the lists of committee members provided in Appendix D shows that only 20 percent of the curriculum committee members were classroom teachers. The rest were either consultants, supervisors, university representatives or Department of Education officials. Another observation was that the Department of Education practised considerable flexibility in adapting committee structure to meet different needs in the development of the new curriculum.

Decision-making

The decision-making process involved the identification of the problem, followed by discussions of the Elementary Curriculum Committee, which recommended further in-depth exploratory work before the Department could adopt the integrated approach. Initial exploration was done by the advisory committee. Further action which was proposed after the initial exploration included in-depth study of the subject area by

various language committees (see Table 4). The Department of Education decided to adopt the integrated approach on the basis of the Advisory Committee's (1967) recommendations. In the process of accomplishing this end, the reading specialists were excluded from active participation up to 1972, but later were involved in the developments subsequent to 1973.

Deliberations arose mainly from a structured agenda. Items were suggested by committee members and issues were introduced by the Director of Curriculum or his associate. In committee meetings members were assigned specific topics to research and then reported their findings in subsequent meetings. Various arguments ensued after their presentations with some members taking different positions. Questions were raised by other committee members on the stances taken by individuals. Clarification of some issues was made mainly by referring to theories or research findings. Members' knowledge as well as experiences was also applied. Issues were eventually resolved by members proposing a motion which was either seconded or dropped. If seconded, it was put into a vote and carried or defeated. A simple majority vote was necessary to carry a motion. Reasons for and against a motion carried or defeated were provided in the minutes.

In the policies boards chairmen of curriculum committees presented progress reports and board members discussed key issues arising from the reports. Various types of available data were used by curriculum committee chairmen to justify positions that had been taken by committees. Speculation was not allowed as a means of justifying positions taken by curriculum committees when reports were presented to the boards. The boards then passed the proposals to the Minister

for approval or suggested further refinements by the curriculum committee.

OUTPUT

Output encompasses the outcomes of the curriculum policymaking process. The *output* component is comprised of decision points, operational decisions, substantive decisions and strategy of acceptability.

Decision Points

The major decisions included a set of resolutions made from 1964/65 to 1977 consisting of the philosophy, the objectives, content, skills and recommended materials to support the new program. The major decision points are summarized in the timeline presented in Figure 10 and six major decisions are italicized. They are categorized as being major for they marked distinct stages reached in the process of developing the new program; however, in order to arrive at these decisions intermediate decisions were made. These are referred to as operational decisions.

Operational Decisions

Operational decisions were intermediate judgements made during the change process. They included decisions to set up ten committees and two curriculum policies boards that designed the new program. The more important decisions included studying English proficiency of culturally different children; organizing a Language Arts Conference to provide feedback to committees before the new program was

Date	Decision
May 28, 1965	*Decision by the Elementary Curriculum Committee to establish an advisory committee to investigate and report on the feasibility and advisability of adopting an integrated approach to language arts in elementary curriculum*
May 27, 1967	Decision by the Elementary Curriculum Committee to disband the Advisory Committee after reporting in favour of the integrated approach.
May 27, 1967	Decision by the Elementary Curriculum Committee to form a Language Arts Coordinating Committee responsible for setting up language curriculum sub-committees to examine and revise the elementary language program.
September 9, 1968	Decision by the Language Arts Coordinating Committee to recommend to the Elementary Curriculum Committee the formation of a Language Arts Committee to consider how language integrates with various branches of language arts.
November 28 & 29, 1969	*Decision by the Elementary Language Arts Committee to accept the communication model on which the 1973 interim program was based.*
March 29 & 30, 1971	Decision by the Elementary Language Arts Committee to set up a special committee to study English proficiency of culturally different children.*
May 13 & 14, 1971	Decision by the Elementary Language Arts Committee to recommend to the Board the adoption in principle of the proposed language arts program.
	Decision by the Elementary Language Arts Committee to set up a pilot program of the basic program and materials.
June 18, 1971	Decision by the Elementary Language Arts Committee to set up a timeline specifying when the pilot would begin, and tentative time for program approval.
March 13-17, 1972	Decision by the Department to hold an English Language Conference to provide feedback to committees so that they could make the necessary changes before the new program was introduced.*
September 22, 1972	Decision by the Elementary Language Arts Committee that following completion of its task a joint committee be set up to embark on deliberate attempts of integrating reading and language.
October 26, 1972	Decision by the Elementary Language Arts Committee to estimate costs of materials for implementing the program.*
December 12, 1972	*Decision by the Elementary Curriculum Board to adopt the Language Arts program as outlined in the model.*
June 19, 1975	*Decision by the Elementary Curriculum Communications Committee -- to revise the Communications model and replace it with a diagnostic process model -- a product of the two ad hoc Committees.*
	-Establish small groups of two members or more from each of the two ad hoc committees, to write the document.
	-Establish large groups and small to prepare a detailed framework and an outline for reading, listening and viewing components of the program.
November 19, 1975	Decision by the Elementary Curriculum Communications Committee to approve timelines for piloting and making final selection of materials for implementing the program.*
	-accept the EPIE format for analysing textual materials.
November 18 & 19, 1976	Decision by the Curriculum Policies Board to establish a Language Arts Curriculum Coordinating Committee to supervise implementation of the integrated program Grades 1 to 12.
March 7 & 8, 1977	Decision by members of the Curriculum Policies Board that the 1978 program must show promise of remediating publicly perceived concerns.*
November 29 & 30, 1977	*Decision by the Curriculum Policies Board to recommend to the Minister of Education the reorganization of the elementary Language Arts program for approval.*

*Denotes operational decisions judged to be important by the researcher in the development of the new curriculum.

Figure 9 Major Decision Points and Operational Decisions

implemented; setting up timelines for developing different sections of the new program; and estimating costs of materials for implementing the new program. The operational decisions are summarized in figure 10 in non-italicized print. It is assumed that the new curriculum would have lacked some degree of excellence if operational decisions were bypassed or ignored.

Substantive Decisions

The following were the anticipated substantive decisions that resulted from the development of the 1973 interim and 1978 final programs.

The 1973 interim program. The program prior to 1973 emphasized four aspects of language: speaking, listening, reading and writing. The content and skills for each aspect were specified at every grade level; consequently, the basic decision in the 1973 interim program was moving from a subject centered curriculum to a functional orientation to language arts. The functional orientation was grounded on such basic considerations as when a child uses language, *why* is he using language and what function is it serving. To achieve the functional orientation the philosophy of integration was developed. Changes in philosophy dictated changes in approach. The changes were based on more current theoretical approaches to language. The new approach also necessitated change in supporting materials that were to be used in implementing the program.

The 1978 final program. Substantive decisions associated with the 1978 program included a deliberate attempt to integrate reading

with other facets of language arts. To realize the goal of (total) integration of the language arts the committees and the boards subsequent to 1973 strove to make the final program more teacher-oriented. The 1973 version was a sound document from the philosophical point of view, but it was understood only by committee members. However, it did serve to communicate the new approach to teachers. The 1978 version was more teacher-oriented and more practical in nature; objectives and content were specifically stated at each grade level. Classroom teachers had to adjust the content to suit the needs of their students by accepting each child as being at a particular stage of language development and treating him accordingly. The textual materials authorized were newer, superior in quality and carried more potential for an integrated program.

Acceptability

About 95 percent of the final decisions in committee deliberations reflected consensus. However, there were some committee members as well as non-members who did not agree with some of the decisions. They knew from their experience that some of the decisions were difficult to implement. There was consensus at a general level but this declined when it came to specifics. Theoretical and practical knowledge had to be applied in trying to convince members to change position and move to agreement.

Most of the reading specialists at the University recognized the need for integration but were somehow reluctant to implement the idea because of the problems they perceived. The Department of Education could not influence directly the language arts courses in the university.

The implementation of curriculum changes is complicated by the fact that the Department of Education is responsible for curriculum development while the universities are responsible for teacher education programs.

The reading specialists at the university had not received acceptable answers to their questions about the direction the Department had taken. They maintained that the language specialists had not been able to provide them with explicit statements of what could be achieved through an integrated program that could not be achieved by teaching reading and language separately. They argued that whereas there was need for integration, specialization also had to be stressed.

It was not only university professors who believed that implementing an integrated program was a difficult task to accomplish but also reading teachers throughout the province. They found integration to be an abstract concept; the more abstract an innovation is, the more difficult it is to implement. It was easy for someone to take a strong stand on an approach to reading or an approach to language, but it was more difficult to mesh them together and determine the way an integrated program was to be implemented.

The trend on the North American scene did not seem to favour the direction the language specialists were taking either. The major emphasis in North America had been on reading and learning to read. The integrated approach had developed in Britain but was not favoured as much in North America. There were no teacher education models in Canada which could be considered. Resources and persuasion were required to convince the reading specialists to change a traditional orientation.

The change towards integration is gaining momentum. There is now a common centre for teaching reading and language at the University of Lethbridge. Language Arts programs are also being offered at the University of Alberta and University of Calgary. Almost all students in elementary education in the provincial universities take courses in language and reading because the school boards in the province have a policy that they will hire only those teachers who have courses in both reading and language. This move has forced students into the language arts option which permits them to include these courses in their program. As more language specialists graduate from the universities, pressure for an integrated program is mounting. Deliberate attempts by the Department to abolish the Reading Curriculum Committee (1972), as well as the decision by the Edmonton Public School Board to disband the Reading Committee and to have all the functions of English language teaching under the language arts coordinator, all contribute to the move toward integration.

SUMMARY

This chapter contains an analysis of the policymaking process related to the new Language Arts program for Alberta elementary schools. The data needs and analysis model was used as a guide. The major components of the data model were *input*, *conversion* and *output*.

Inputs included perceptions and sentiments which encompassed values, beliefs and positions; human resources which involved policymakers working either in groups or as members of organizational units and other resources which included finance, time and materials used to facilitate implementation of the program. It was revealed that

the major force behind the change was dissatisfaction expressed by various segments of Alberta society who believed that language skills were not taught well in schools. As a result the graduates could not communicate as effectively as they would have wished them to do. Hence, they were striving for change in the program to alleviate these concerns. Professor Purvis articulated most of the concerns to the Department and later suggested an approach that could be followed. The Department then structured curriculum committees and curriculum boards which did most of the design work. Committee and board members were selected from various professional and other interest groups in the province. Other resources used in the process of developing the new program were finance, time and materials. Of the three resources, some members expressed concern about slackness in the use of time and money.

Conversion dealt with the events and deliberations through which input factors were transformed into outputs in this study into curriculum policies. Conversion factors included deliberations, process leadership, opinion leadership, leverage, legal/structural supports and decision-making. Deliberations originated in various ways; items were spontaneously identified by committee members; committee members were assigned to investigate a topic and spearhead discussion; committee chairmen spontaneously identified issues to be discussed or in some instances committee chairmen structured agenda and discussion arose from the agenda. Process leadership included functions performed by people who helped the Department to define the problem and to find ways of responding to concerns expressed by the professionals, businessmen, parents and the general public about children leaving school without adequate language skills. The key process leaders were Prof. Purvis,

Drs. Armstrong, Torgunrud and McFetridge and Mrs. Onyschuk.

During the development of the language arts policy the Department of Education officials used positional leverage while other actors applied personal leverage. The departmental officials enforced the laid down rules. Knowledge possessed by language and reading specialists was their major source of leverage. Active coalitions within associations in the province presenting a particular point of view or opposing a stand taken by the Department were not evident. Only the reading specialists at the University of Alberta offered significant challenge to the new approach.

The legal mandate on which action rested was contained in sections 12 and 13 of the *1970 School Act*. The only legal change that occurred in the development of the total program was the new program of studies which all the teachers had to follow in implementing a program. Structural changes took the form of two policies boards and ten curriculum committees which were set up in the process of the change that did most of the design work.

The decision-making process involved the identification of the problem followed by discussion by the Elementary Curriculum Committee; in-depth exploratory work by nine curriculum committees before it was recommended for approval by the Minister of Education and implemented in Alberta elementary schools.

Output encompassed outcomes of the curriculum policymaking process -- decision points, operational decisions, substantive decisions and acceptability. Decision points were the major landmarks reached in the development of the program -- accepting the philosophy of integration, selecting the communications and the diagnostic process models on which the interim and the final programs were based, setting ground-

rules that guided committee deliberations, developing timelines demarkating when various activities would be implemented. Substantive decisions related to major changes that were anticipated would result from the development of the new program -- designing an integrated program aimed at remediating publicly perceived concerns.

About 95 percent of the final decisions in committees, and boards deliberations reflected consensus. However, the reading specialists at the provincial universities still held some reservations about the new approach due to their strong traditional orientation.

The next chapter provides discussion of the findings.

CHAPTER VII

DISCUSSION

The purpose of this chapter is to discuss findings related to the curriculum policymaking process in the new Language Arts program in order to identify the major strengths and weaknesses of the total endeavor. The discussion includes an evaluation of the conceptual model and approach, the efficiency and effectiveness of the change process and the impact of the process on Alberta education.

The Conceptual Model and Approach

An eclectic approach was used in building up a model of data needs and data analysis on which the study was based because of inadequacies inherent in individual models. The major feature of the conceptual model was its point of view that the world or society is holistic in nature, thus requiring that public policymaking be examined from that orientation. Its major focus was on the interrelationship and interdependence among the systems components. The issues of interrelatedness and interdependence have been neglected in other models of curriculum development and policy analysis, with the result that many studies of public policy have overlooked a number of important points brought forth in this study. An example follows.

Parents, businessmen, the universities, Government and other publics were all blaming school teachers for the reading and writing deficiencies of their students. As will be discussed later in the chapter (and confirmed by studies by the Alberta Teachers' Association)

some of the problems of illiteracy can be attributed to public apathy towards school and education, affluence, societal permissiveness, the influence of the media, parental neglect, breakdown of home and family, inadequate funding for education, class size and the decline of the work ethic. Clearly most of these factors fall outside of the school teacher's domain of responsibility, yet have to be considered as naturalistic interactive forces in looking for solutions to the problem. All of the concerned groups (especially the universities providing teacher training) must ask themselves whether they are offering the support needed for the school systems to realize their demands.

Documenting outputs was not an easy task because minutes did not record decision points reached in each meeting, but provided primarily a record of ultimate decisions (motions). Though interviews helped to identify some of the intermediate decisions fallibility of stimulated recall did limit the reliability of some of the data. This is an area the Department of Education has pledged to pay more attention to in future work, by making committee minutes more detailed in terms of recording all the major decision points for each meeting.

With regard to conversion Gergen's concept of leverage was useful in noting power exerted by the groups and individuals who were involved. One group in particular (professionals who possessed knowledge about integration) seemed to be active in exercising personal leverage in the total curriculum policymaking process. On an individual basis knowledge, and personal efficacy were very important. Such subphase resources were effectively used by Drs. Armstrong, Torgunrud and McFetridge in articulating their convictions to the members of the curriculum committees.

The model, like all other models had its limitations. It was difficult to categorize documentary data into the three components -- input, conversion and output and still maintain a chronological overview of the policymaking process. Such categorization of information might have impeded communication.

The process of relying on multiple sources of data helped the researcher to cross-validate information provided by different sources. In most cases the information gathered from interviews supported what had been recorded in documents. However there were instances of variance, notably in crediting change initiators. The strategy of requiring interviewees to verify transcripts was helpful in clarifying the true meaning of the comments provided.

Efficiency of the Change Process

The new program took about fourteen years to develop, i.e., from the first official discussion by the Elementary Curriculum Committee (November 9, 1964), to the final approval by the Minister of Education (January 10, 1978). The Department incurred a cost of about $150 a day per member for meetings in Edmonton which were held at least once per month. Furthermore, when committee members met after a month of recess a majority had forgotten most of what had been discussed. So they spent almost half a day reminding themselves of what they did when they last met. The Department's justification of the outlay over the protracted period was that they wanted to keep themselves abreast with current developments in theory, research and practice. However the writer is of the opinion that there are always new discoveries and the process is unending. Furthermore, by 1978 it must have been difficult to remember

what happened in 1970 let alone 1965. Cost and efficiency problems might have been alleviated by setting up timelines in advance and adhering to them.

In addition, the Department was not very receptive to suggestions made by the reading specialists. It got into the program with so much enthusiasm and speed that it overlooked some key problems that could arise in implementing the program. Because of mistakes made by overlooking concerns raised by the reading specialists and hasty decisions taken during the development of the interim program, additional resources had to be expended on revising the 1973 interim program which had not been in effect for even a year. Hence, costs attached to the development of the 1978 final program were difficult to justify; this is not a very efficient way of using Government resources in developing new curriculum.

Effectiveness of the Process

Discussion of the effectiveness of the process centers on consideration of whether strategies used at the various stages in the curriculum policymaking process were the most appropriate. Key areas of emphasis encompass needs assessment, motivations, competency as the criterion for participation, and effectiveness of the curriculum committees.

Needs assessment. As was stated in Chapters IV and V, when the concerns about literacy were articulated to the Department it referred the issue to the Elementary Curriculum Committee, which in turn recommended the setting up of an advisory committee charged with the task of determining the feasibility of implementing an integrated Language Arts

program in Alberta elementary schools. Though the advisory committee recommended an integrated approach it did not specify that this was the only feasible alternative. But the Department of Education decided to pursue and defend this approach, in the meantime trying to counteract any opposition; little effort was spent in searching for alternatives. Furthermore, the advisory committee focused on the feasibility of an integrated program and not on the *need* for an integrated program -- an approach questioned by policy scientists such as Lindbloom (1968:6) and Dror (1968).

The pressure for change originated mainly within Alberta while the solution was exclusively from outside Alberta. This raises the question of whether a strategy workable elsewhere (Britain or the United States) had any guarantee of being functional in Alberta. Evidence on these lines is sparse, but an integrated approach to the teaching of English in Alberta elementary schools had been used from 1933-1945 under what was known as Bulletin 2 and turned out to be a failure. Hence, it appeared to the researcher that the new program was being developed without an adequate consideration of local contextual and historical factors.

The researcher feels that the need for the change should have been clearly established by soliciting opinions from a sample of teachers on the old program. Such needs assessment should have included collecting data from different levels of the school system by selecting the schools on the basis of size, ethnic mix, and location; through the administration of questionnaires to students, parents and district personnel, followed by extensive interviewing inside and outside the school system to get a close picture of what they felt and how they thought the

problem of schools producing semi-literate graduates could be alleviated. Change should be based on such concrete data. A new program designed to deal with identified deficiencies should then have been tried out in some schools for a predetermined period of time to ascertain its potentialities and weaknesses.

Motivations. Among the reasons cited for the change were pressures from parents resulting from the aspirations they held for their children, which they thought were not being met by the schools. The Government of Alberta through the Legislature believed that the reading and writing skills of students leaving school had declined but did not have sufficient facts to prove the seriousness of the situation. Neither did it have evidence that its suggestions of a "back-to-the-basics" move would alleviate the problems claimed to exist. Indeed, according to Brooks (1977:7), a survey carried out by the A.T.A. revealed the following:

> Sixty-three percent of teachers do not believe there has been a decline in literacy in recent years and 79% locals surveyed don't think they have ever really left the basics.

Brooks (1977:7) added that:

> The major contributing factors to these problems are seen by teachers to be parental neglect, inadequate funding for education, breakdown of home and family, class size, societal permissiveness and the influence of the media, affluence, public apathy towards school and education, decline of the work ethic, and the effect on children of working mothers.

The writer feels that simplistic political assumptions with no empirical backing should not be taken very seriously. Rather, there is need to rely more on expert advice. If change is needed towards improvement in communication competencies then the universities, business organizations, the professional associations and other pressure groups must

cooperate in devising ways of improving on practise. They must also be prepared to support directions they suggest both materially and otherwise. Other groups may be expecting too much of teachers while they are offering too little.

There was dissatisfaction too among teachers that the old curriculum and the supporting materials were outdated and needed to be changed. These concerns were well documented and supported by interview data. They were articulated to the Department by supervisors out of their reports on visiting the schools. Teachers' opinions need to be taken seriously because they are closer to the learning environment of the children than anyone else. Such information, would enhance the Department's capabilities of providing empirical and practical evidence for justifying the courses of action taken. The question of participation then arises.

Competence as the criterion for participation. Two questions arise on participation in the curriculum policymaking process. First, who should participate in curriculum policymaking? Second, what is the position of lay politicians in technical fields, and to what extent can experts extend their technical knowledge without encountering political interference? Lasswell (1971:35) has stated that "every problem of policy has ramifications that require expert attention," and that, "specialized assistance is useful in mobilizing needed knowledge and judgement." Lasswell's comments are important in pointing to a possible deficiency in the curriculum change process in Alberta. The 1973 handbook contained a lot of good theory but most teachers found it difficult to implement at the technical level. Experts in curriculum design

would have explored not only the theoretical part but also the practical aspect, by considering how superintendents, supervisors, consultants, principals, and teachers would implement it.

The criteria for selecting representatives, particularly for curriculum committees, was somehow biased since it appeared that only teachers and administrators known to officials within the A.T.A. and the Department could be selected. This was most evident in the 1973 program. The practice of securing faithful followers to defend a particular stand is questionnable. Also, the fact that Department of Education consultants were selected as chairmen of committees called to question the extent to which committee members could openly discuss issues without being reminded of what the Department required. The membership of the Elementary Language Arts Committee (Table 4 number 4) consisted mainly of language specialists. This may have deprived the committee of "devil's advocates" thereby limiting the amount and quality of divergent and creative thinking. Though the Department tried to incorporate some reading specialists on the committees subsequent to the 1973, changes challenge to authority may have been wanting.

An interesting anomally arose in the form of statements from the Premier's office which were implicitly contradictory to the position of the Department of Education. Whereas the Department's efforts were toward developing an integrated program the Premier's statements about "the back-to-the-basics" move were opposed to the philosophy of integration.

Another fascinating feature in the policymaking process was that, legally, the Minister of Education has the responsibility of developing new curricula. Such powers are vested in him by the School Act and

policies are debated and passed by the Legislature. One wonders how members on the same side of the House could be advocating conflicting programs. Whereas the writer is not against politicians participating in the curriculum policymaking process, the idea of competence and usefulness of the opinions they provide as a primary consideration for involvement, is stressed.

Since most of the work of developing the new program was done by curriculum committees whose members were mainly educators, one wonders whether laymen should be represented in the committees as well as on the Curriculum Board. The answer hinges upon the definition of a "lay member." If by definition a layman refers to an Albertan endowed with simple reading and writing skills, who argues for causes without reasons, then the validity of having such a member, even on the Policies Board, is highly questionnable.

If, on the other hand, the laymember is a well informed member of the public who is knowledgeable about education as a result of his background, and who can relate educational issues to the public point of view, such a person could contribute a great deal. There is a need to tap all the available constructive resources from the school, the family and other concerned citizens as well as institutional members from which to pool together useful information on how to improve on practice.

One further consideration is necessary in order to assure effective participation; sufficient time and resources must be available to committee members, both professionals and laymen, to allow them to deal thoroughly and effectively with the issues taken to them.

Effectiveness of curriculum committees. A critical examination of all the committees set up during the change process (see Table 4) reveals that the Department of Education exercised considerable flexibility in structuring committees and discharging them once their tasks were accomplished. Organizational theorists have for sometime realized the importance of adaptability and flexibility as key components of successful organizations. Steers (1977:164) has emphasized that adaptability and flexibility are the primary determinants of effective organizations. Mott (1972:ix) added that adaptability and flexibility are common indicators of effectiveness. Whereas the Department of Education tried to adapt curriculum policymaking structures to suit its needs, still a study of the committees set up in the process of the change reveals that it was only in 1974-1978 that committees with specific tasks and clearly demarcated timelines were established. Prior to 1973 the process of structuring curriculum committees was based largely on trial and error, and their terms of reference tended to be vague. There was no liaison between the reading and language committees despite the fact that the new program aimed at integrating the language arts. Due to this shortcoming differences between the two groups became difficult to bridge and some of the concerns have not been resolved to date. The astuteness of the Department attempting to develop a new program involving two groups by relying on only one group for opinions, and later compelling both groups to implement the new program is questionnable. Bourgette (1975) has emphasized that when such a strategy is followed planning for change becomes dysfunctional for the other group, since it is perceived by them as an activity which extends the powers of the other group while reducing theirs. In the opinion of the

writer the reading group was placed in the position described by Bourgette.

The inordinate time to develop the program (1965-1978) may be attributed to the fact that there were no binding timelines nor specific delineation of tasks. Task forces might have done the work better due to their operating advantages. Hopkirk and Bryce (1978) have stated that task forces are more adaptive, conducive to high achievement, participative, re-educative and creative. Goodman and Goodman (1976: 494) added that they constitute "a team or set of diversely skilled people working together on complex tasks over a limited period of time." Furthermore, Hopkirk and Bryce (1978:1) have stressed "they are so staffed that the authority of *competence* replaces the authority of *position* and role" (emphasis added). These qualities would definitely compensate for some of the shortcomings of the curriculum committees identified above.

Another shortcoming in the policy making process relates to input from other groups. Whereas provincial curriculum committees should have the responsibility of developing the final core curriculum, there is a need to increase the local board's capacity to develop new curricula. If new curricula become meaningful only when the ideas are disseminated, installed and institutionalized into the school systems then the boards that supervise implementation of the changes need to be more actively involved. School boards within the province need to be encouraged to articulate their views about the philosophy, goals, content, skills and materials suitable for the needs of the children. This will help the Department to get a grassroots picture of the concerns and points of view held by the various groups in the provincial school

system. The Department's major function would then be to try through its committees of experts to pool together ideas and concerns articulated from below and refine them to suit the needs of the whole province.

In order for such an approach to succeed, the Department would have to offer more financial support to local boards so that they could develop staff competent to carry out these tasks. The plan would also require consideration of ways of making available other resources needed to implement the program.

A general assessment is that the curriculum policymaking process was effective for curriculum committees after 1974, but could still have been improved upon. As stated earlier tasks and timelines needed to be specified from the outset, with enforcement by the Department. The Department devoted much effort to ensure that the theoretical base for the new program was kept solid by incorporating respected language and reading specialists in the curriculum committees, but overlooked the need for curriculum development specialists. The inclusion of an official from the Curriculum Branch, did not guarantee that the curriculum development skills required by the committees were provided.

The Department planned well the selection of materials to support the program. Publishers made available copies for inspection by members of curriculum committees who applied pre-set guidelines to analyze and make final selections. The strategy used by the Department for selecting materials could have been applied in the development of the other aspects of the program with effect.

A final question still needs to be addressed: What impact did all these deliberations have on Alberta Education?

Impact on Alberta Education

Before discussing the impact of the curriculum policymaking process on Alberta Education, a description of some relevant aspects of the process may be helpful. Curriculum policymaking for language arts had the characteristics of a highly centralized system. The curriculum was developed by centralized committees and board(s) then prescribed to school systems throughout the province. The decision to initiate change and the determination of the strategy to follow arose mainly from an individual's convictions (Prof. Purvis). Other members were invited to participate in the development of an already decided upon strategy. Initial decisions on the strategy were hastily made, with scant attention to alternatives. Little, if any, hard empirical data were used to justify the change. In order to forge ahead an exclusive rather than an inclusive strategy was used to select initial members for curriculum development work. The change process was very secretive, as committee minutes were kept confidential. There was some indication of political interference in a highly technical field.

Latterly some efforts were made to have more diversified representation on the Curriculum Policies Board. There was an excellent use of theoretical knowledge in developing components of the program. The selection of textual materials to support the program was well implemented taking into consideration the various stages of scrutiny a book had to undergo before it was selected.

The impact of such a strategy on Alberta Education is more indirect than direct. By this is meant that the process used reveals the need for change in three critical areas.

First, since there was agreement that there was no local empirical justification for the change the Department must reconsider whether to keep on changing curricula for the sake of doing so or to initiate change in response to compelling empirical evidence. If change is for the latter reason then there is the greatest likelihood of improvement in practise.

The second issue is related to technical input in curriculum deliberations. If professional educators and other interested publics are not informed of what takes place in the development of a new curriculum and encouraged to provide their views, but are only required to implement it (because curriculum committee deliberations are confidential), then the quality, practicality and acceptability of decisions are placed under threat. With the current practise whereby committee members articulate their personal points of view and not necessarily those of their referrent groups, the universities in the province, A.T.A., A.S.T.A. and the Home and School Association must pressure the Department to provide an explicit answer to the questions: "how does it ensure that board and committee members represent the ideas of the groups they come from, and how do they provide feedback to the groups they represent?"

The extent of political interference in a highly technical field is the third issue. It has been revealed that when the Department was about to seek approval of the proposed program the Premier was suggesting a "back-to-the-basics" move in the Legislature. Thus there seemed to be no liaison between his office and the Department on programs in progress? In order to avoid embarrassment politicians must develop clearer communications with technical experts in their executive branches.

At the same time they must avoid the temptation to subvert the path of progress in a technical field for partisan and personal reasons. Two options are open: the Curriculum Policies Board might be granted the authority to approve programs developed by experts in curriculum committees, leaving lay arguments on educational policy to be dealt with in the House; or before politicians involve themselves in discussion related to technical fields they might consult experts in their employ, if they want their suggestions to be respected. This is an issue that must be resolved by the Department of Education, the Legislature, and experts in the educational field in Alberta.

SUMMARY

In this chapter was discussed the findings related to the curriculum policymaking process in the new Language Arts program in order to identify the major strengths and weaknesses of the total endeavour. The discussion included an evaluation of the conceptual model and approach, the efficiency and effectiveness of the change process and the impact of the process on Alberta education. The conceptual framework developed in this study was felt to have provided a useful base within which to conduct studies of curriculum policymaking in education. The model was limited in the aspect that the categorization of information into inputs, conversion and output might have distorted the chronological overview of the policymaking process. Such categorization might have impeded communication.

It was judged that the efficiency of the change process was reduced by the time required in the total endeavour. Cost efficiency

problems might have been alleviated by setting up timelines in advance and adhering to them, and by the use of task forces rather than committees.

A general assessment revealed that the curriculum policymaking process was effective for curriculum committees after 1974 but could have been improved upon. The Department devoted much effort to ensure that the theoretical base for the new program was kept solid by incorporating respected language and reading specialists in curriculum committees, but overlooked the need for curriculum development specialists.

However, it was judged that there was insufficient justification, in terms of empirical evidence, for the change.

Second, the contribution of interested publics and professional educators was not actively encouraged, and teachers were required to implement the new program without having been consulted, hence the quality, practicability and acceptability of decisions were placed under threat.

Third, the issue of political interference in a highly technical field was raised. The authority to approve programs developed by experts working through curriculum committees should be vested in the Curriculum Policies Board, leaving lay arguments on political aspects of curriculum to be dealt with in the House.

The final chapter provides a summary of the study and a concise statement of conclusions and recommendations.

CHAPTER VIII

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter is divided into five sections. These include a summary of the intents and approach to study and a summary of the findings, conclusions, recommendations and suggestions for further research.

SUMMARY OF THE STUDY

The study sought to add to existing knowledge about how curriculum is developed, how policy evolves, how different individuals and interest groups articulate their demands and how government influences the process by providing an analysis of the factors associated with the change in the Language Arts Curriculum. In order to fulfil this purpose three tasks were set: (1) to spell out...; (2) to explore ...; and (3) to identify outcomes . Specific questions in relation to each of these tasks guided the collection and analysis of data.

The study was justified on four grounds. It was anticipated that a study of curriculum change in Alberta might contribute to theory and knowledge regarding policymaking as a process. Such knowledge might be useful to policymakers and practitioners. Second, a case study of curriculum change might provide insight into the nature of the change process. Third, it was also considered that the study might provide information on the decision-making process. Finally, it was

hoped that the study might provide some basis for further research in educational policymaking, planning and curriculum implementation.

The study required a model of policy formation which recognized the complexities of the educational context. Since no one set of constructs identified through a review of the literature could have served as an adequate structure for the study, an eclectic approach was chosen in order to achieve an appropriate fit between the purpose of the research and the conceptual framework.

The basic component for the derived framework was the Walker Model which highlighted three major components of curriculum development work; these were in turn put into the context of the open systems theory. Gergen's model contributed by focusing the attention of the researcher on things to study about individuals and other actors which were thought to have some impact on the curriculum policymaking process. Hall's contribution was mainly on the contextual factors that could have some effect on the process. Dror's work also added to the conceptual framework by analyzing, stage by stage, the kinds of consideration that enter into an examination of the various stages of policymaking. His emphasis on creative leadership in the policymaking process detached his model from linear ways of thinking; he suggested the importance of incorporating alternative feedback loops which criss-cross one another and join the various stages. A model for data needs and analysis was then derived from the open system. This was followed by the construction of a procedural model. The procedural model emphasized a triangulation process to enhance reliability of the information gathered.

The study was delimited to the analysis of the factors associated with the development of the new Language Arts program for elementary schools in Alberta from the articulation of the need by the Department of Education in 1964/65 to the official announcement of the new program in 1978. The diffusion phase was excluded.

Information needed to fulfil the purpose of the study was gathered through documentary review and interviews. The documentary review included primary and secondary sources. Interviews were used to supplement data collected from documentary sources and also as a means of cross-validation of information. The progressive nomination technique was used to identify interviewees. Data collected from documentary review also helped in determining whether the selected interviewees were really key actors, and the list were revised until the review of documents was completed. Semi-structured interviews were used. Interviews were taped except at the request of interviewees and a written transcript was prepared for each interview. Transcripts were verified by interviewees. All data subsequently were subjected to content analysis to extract information relevant to the curriculum change as specified in the data model.

The study was limited by the interview data collected some time after the actual events which may have had some effect on the reliability. Other limitations included a possibility that information of a sensitive nature might not have been volunteered. The use of models might have led to nonconsideration of relationships that fell outside the boundaries, and to the possibility that insufficient importance may have been attributed to activities of people who played a behind the scenes role due to the difficulty of documenting their participation.

SUMMARY OF THE RESEARCH FINDINGS

The findings were presented in two parts, one, a documentary account of what ensued from 1964/65 to 1978 followed by interviewees' accounts of the change process. The analysis of the findings was followed by discussion, with tentative remarks being made whenever they appeared to be justified.

Findings from the documentary review revealed that once the statement of needs and a possible approach were articulated to the Department, both advisory and ad hoc committees were formed to do the preparatory work. The curriculum committees acted as supervisors initially, but after 1976 performed some of the tasks themselves. Whereas the former Elementary School Curriculum Board appeared to act as a "rubber stamp" for ideas developed by the committees, the Curriculum Policies Board in its new structure played a more active role. This was facilitated by the fact that it was more representative of the Alberta community. The Board required that all curriculum proposals include a clear specification of objectives by grade level, as well as specification of content and skills. These provisions enabled the 1978 program to attend better to some issues neglected in the 1973 program.

Interviewees revealed that there were no precise and clear cut procedures used for developing curriculum, as advocated by either Tyler (1950) or Taba (1962) who emphasized linear steps of diagnosing needs, formulating objectives, selecting and organizing content, selecting and organizing learning experiences, evaluating and then checking for balance and sequence.

Furthermore, to the extent that these events did occur they did not follow any particular order. Objectives were being developed even after the approval of the program. Evaluation was done mainly on the recommended materials, not of the content or the skills suggested. In addition to the procedural deficiencies concern was expressed about the absence of justification provided for the change.

The findings pertaining to the new program revealed that the perceptions and sentiments associated with the change were mainly pedagogical, political and professional concerns raised by the affected groups in society. These groups were also concerned about the decline in language proficiency. The new program was aimed at alleviating these problems. Whereas the 1973 interim program provided a good theoretical justification, the 1978 final program was entrenched with more realistic procedures for translating the theory into practise, and for evaluating the outcomes.

The major task of developing the new curriculum was carried out by curriculum committees. Agendas for meetings were drawn through individual members suggesting items to be included along with issues which were brought forward by the Associate Director. Concerns aired in this way were not necessarily those held officially by groups within the province, as there was apparently little effort to determine and put forward official views of the various publics represented by committee members.

Membership in curriculum committees was dominated by language experts before 1973 but a balance between the representatives of reading and the language specialists and teachers was achieved thereafter. Though committee members for the 1973 program focused on

theoretical considerations relevant to subject matter, they seemed to be less concerned with curriculum development theory. This, coupled with an underestimation of the problems of time and inadequate development of the human resources to implement the program resulted in some implementation problems for the 1973 program.

Other resources included operational costs which were basically met by the Department of Education. The Department also picked up 40 percent of implementation costs related to textbooks. No studies of cost efficiency or cost effectiveness were reported in the development of the program except when it came to the selection of textual materials.

Opinion leadership was provided mainly by individuals. At the beginning Prof. Purvis articulated the need for and direction of change to the Department; Dr. Armstrong advised the Department on the feasibility of implementing an integrated program; Dr. Torgunrud and Dr. McFetridge illuminated the committees' thinking in terms of curriculum development, child development and language acquisition theories, while other members contributed practical knowledge. Works of scholars outside Canada were referred to to support the Department's stand on integration.

The Director of Curriculum and his associate exerted personal leverage only when they thought committee members were not making the "right" decisions. For example they often reminded them of the Department of Education regulations. Hence latent rather than manifest leverage was effectively used by these key actors. Personal leverage was enhanced by age, experience and exposure to theoretical knowledge. Openness by opinion leaders facilitated discussion of issues in committee meetings and in dealing with people who cherished a different stand.

In decision making, the parliamentary procedure of presenting motions which,if seconded, were then voted upon was followed. A simple majority vote was sufficient for accepting or rejecting a motion. The chairmen led the discussions while a secretary kept the minutes. Major arguments centered on two controversial issues. One was the Government's support of the "back-to-the-basics" move, while the other related to concerns by the reading specialists. No solutions to the two problems were found. Furthermore when it came to clash of interests between the reading specialists at the university and the Curriculum Branch it was difficult to arrive at reconciliation since the two were administered by different departments. Other arguments centered on technicalities involved in the development of the new program. Due to learning through sharing of ideas there was considerable growth at the end of the curriculum policymaking process. Committee members appear to have understood better than teachers in the field what the new approach involved.

The outcome of the policymaking process was the new language arts program based on a set of decisions made from 1964/5 to 1977, and consisting of the objectives, content, skills and recommended materials to support the new program. The most crucial decision was the acceptance of the integrated approach on which the whole philosophy of the program was subsequently based. Other decision points related to how the integrated program was to be developed.

CONCLUSIONS

The following are conclusions reached as an outcome of the study. They provide answers to questions raised in Chapter I which were anticipated as providing a structure on which to base a description of the change process. They are necessarily short in order to provide specificity and as such do not adequately reflect the complexity of the topic.

Questions:

1.1 What perceptions and sentiments were articulated and accepted by the actors?

The perceptions and sentiments articulated and accepted by the actors included general social, family, government and professional educators' concerns about deteriorating language proficiency among graduates from schools.

1.2 Who were involved in the process? What were their role affiliations?

Representatives of various professional groups in Alberta were selected and served on curriculum committees and the policies boards. Committee members were either reading or language specialists while boards were comprised of language and reading specialists and some lay members.

1.3 What other resources were available?

Other resources used in the process of developing the new program included finance, time and materials. The cost of purchasing materials for implementing the interim program was estimated at

$911,461 for the entire school system while the estimates for the 1978 program were $15,919 per school. This amount excluded an estimated $150 spent by the Department of Education on each committee member or board member, when they attended meetings.

2.1 How did deliberations originate and by whom?

Committee chairmen structured agenda and deliberations arose from the agenda. At other times committee members were assigned to investigate a topic and lead discussion. In some instances committee chairmen identified issues to be discussed or committee members spontaneously identified items to be discussed.

2.2 What processes were used to manage deliberations?

The essential ingredients of the process were the contributions of several outstanding leaders who played the roles of change initiators, solution givers and resource linkers, at various stages in the development of the new program.

2.3 Who were the opinion leaders? How and when was their influence exerted?

The key opinion leaders included Prof. Purvis, Drs. Armstrong, Torgunrud and McFetridge and Mrs. Onyschuk. Their influence was exerted by using their theoretical knowledge and practical experience to enlighten other committee members and associated groups about the integrated approach. At times they referred to works of opinion leaders outside Canada to support their stand on integration.

2.4 What leverage did various groups command? What coalitions were formed?

Department of Education officials used positional leverage

while other actors applied personal leverage. Apart from resistance by reading specialists at the University of Alberta, other associations did not form any coalitions to support or oppose the stand taken by the Department.

2.5 What structures and provisions were created to control and support the process?

The legal mandate on which the departmental officials, the policies boards and curriculum committees based their authority in providing direction to other parties or ad hoc committees was contained in sections 12 and 13 of the *1970 School Act*. Ten curriculum committees and two policies boards were established to support the process of developing the new program.

2.6 What processes were used for arriving at decisions?

Issues and items put forward by committee chairmen, committee members or departmental officials were discussed and clarified by applying member's knowledge and experience. Issues were eventually resolved by members proposing motions which were then voted upon. A simple majority was necessary to carry a motion.

3.1 What decision points can be noted as key events?

The decision points noted as key events in the development of the new program included: (1) the acceptance of the philosophy of integration by the Elementary Curriculum Committee; (2) acceptance by the committee and board members of the communications model and the diagnostic process model, on which the interim and the final programs were respectively based; (3) and the decision by the Curriculum Policies Board to recommend to the Minister of Education

the reorganization of the Language Arts program.

3.2 What decisions were made which affected progress?

Intermediate or facilitative decisions affected progress. These included the setting up of ten curriculum committees and two policies boards that designed the new program. The policies boards set ground rules that guided committee work. Curriculum Committees developed timelines demarcating when various activities would be implemented.

3.3 What was the substance of decisions and recommendations?

The substance of decisions and recommendations was the development of an integrated Language Arts program aimed at remediating publicly perceived concerns about deteriorating language proficiency among school graduates.

3.4 What was the degree of acceptability of recommendations?

About 95 percent of the final decisions in curriculum committees and the policies boards reflected consensus. However, there were still some reservations among the reading specialists at the provincial universities and schools in terms of accepting the integrated program since the major emphasis in North America had been in reading so it might take long to convince them to change a traditional orientation.

RECOMMENDATIONS

On the basis of the research findings and analyses and conclusions drawn, the following recommendations are put forward. Those which are outlined below are only the core ones; further implications are inherent in the remarks to be found in Chapter VII.

The Conceptual Framework

Like all other models, Walker's naturalistic model of curriculum development which formed the basic component for the derived framework has its strengths and limitations. Some of the weaknesses were overcome by placing it in the context of the systems theory and supplementing it with the concepts of leverage, environment, ways of investigating outcomes, and feedback which were not explictly stated in Walker's model. The derived framework therefore was a better tool for studying a phenomenon in a complex society and analyzing it from a holistic point of view. The model could be useful to curriculum policymakers, administrators, teachers, professional associations, and members of the public in analyzing and understanding better the curriculum policymaking process.

Policymaking

If curriculum policy is to be an effective tool for guiding the course of education in Alberta, then the following modifications should receive attention in the process of curriculum policymaking.

The Curriculum Branch could build credibility for itself and avoid being accused of dreaming up ideas by engaging in rigorous evaluation of the old programs in order to determine what the children are lacking and what they need. Evaluation should not be confined only to classroom testing but should be expanded to seeking opinions of well-informed parties that are close to the students' learning environment.

When such evaluations indicate a need for new curricula various alternatives should be considered and evaluated. Alternatives adopted from elsewhere should be tested for feasibility in order to determine

their workability in the province. Major curriculum changes like the one under study should not be implemented unless there is evidence to justify a reasonable hope of success. There must also be an assurance that there are sufficient human and other resources for supporting the program. Periodical evaluation of the new program, after installation, must also be undertaken by the schools and the Department of Education staff to assess its success in enhancing student achievement. Only after such an evaluation has been made should long term decisions concerning the institutionalization of the program be taken.

Participation

Although an attempt was made to select representatives from various interest groups, as well as professional groups, in Alberta it was found that some groups were not well represented. Furthermore, the capability of some committee members in curriculum development was questionnable. The task of developing curriculum policy should be left to competent and responsible members of the Alberta community. Their arguments must be based on accurate data. Opposing sides should have equal representation in curriculum committees. Representatives should articulate the ideas of the group they stand for not their own ideas and interests. It is only by so doing that participation will be more meaningful. Politicians also need to be told or cautioned when they are meddling in technical fields.

Educational Administration

Administrators in the Curriculum Branch appeared to initiate change which was not based on any demonstrated need but rather for its

own sake. Educational administrators should exercise some degree of restraint in altering current programs when little knowledge about the advantages and shortcomings of either the old or the new program is available.

Furthermore, since the effectiveness of the curriculum policy-making process is partly determined by the efficiency of the structures that support the change, there is need to make the existing administrative structures of the Branch more time conscious and task specific. Consideration should be given to the use of task forces as an alternative to curriculum committees.

Finally administrative personnel need to be trained in policy and curriculum development theory in order to cope with this challenging undertaking.

Curriculum Policymaking in Alberta

Various strategies and tactics used by individual members in resolving conflicts, and articulating theoretical and practical knowledge in the process of the policy development appear to have been successful to some extent. The process of selecting materials to support the program was well planned and implemented. The researcher recommends that since the study was specific to Alberta, all weaknesses raised in the analysis and discussion chapters need to be carefully studied by educators interested in the future course of curriculum change in this province.

Curriculum Policymaking in Developing Countries

Human and material resources in developing countries are less

matured than in Western societies. This demands even more careful study of the strengths and weaknesses in the curriculum policymaking process in Western societies so that effective and efficient use of scarce resources can be assured.

SUGGESTIONS FOR FURTHER STUDY

The study was confined to analysis of only one curriculum change in order to gain a deeper understanding of how curriculum is developed, how policy evolves, how different individuals and interest groups articulate their demands and how government influences the process. In order to ascertain success of the intended program an implementation study needs to be carried out in order to evaluate the extent to which the intents of the program are achieved. Concerns raised about lack of adequate needs assessment, time, space and resources to implement the program and the question of inadequate inservice should form the focus for implementation studies in order to determine the extent to which these factors affected the realization of the intents.

Since only a few studies have been done in Alberta using eclectic approaches to policy analysis -- Kortweg (1972), Stringham (1974), Seguin (1977) there is need for a study that will synthesize the emerging theory about policymaking in Alberta. If no trend is evident more studies of specific policy formation are recommended.

The model suggested in this study was meant to help policymakers and practitioners analyze policy issues from a more comprehensive view of society, as complex multi-dimensional and interdependent. It needs further testing to establish its validity and utility. Such

studies will provide the building blocks on which theory on curriculum policymaking could be based.

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APPENDICES

APPENDIX A

Alberta

EDUCATION

Executive Building
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1978 08 08

LETTER OF INTRODUCTION - Mr. Herme Mosha

Mr. Herme Mosha is a doctoral student at the University of Alberta from Tanzania and is conducting a study on the development and implementation of curriculum. Specifically, the purpose of his study is "to provide an analysis of factors associated with the change in Language Arts curriculum in order to gain an understanding of the aims of the change, how the actors interacted, the decision points that were considered, the different alternatives examined, and the justifications weighted before final decision for adopting a new curriculum was made." He is looking at the changes which culminated in the 1973 and 1978 programs.

Alberta Education records relating to the language arts curriculum activities over the past ten years have been made available to Mr. Mosha. In addition, a number of names of persons closely involved in these developments have been identified for Mr. Mosha. This letter is to let you know that we approve of his study and are providing what information is available. As far as Alberta Education is concerned, you are free to provide your recollections without fear of breaking confidentiality restrictions.

Mr. Mosha will be contacting you in the very near future. I am sure that he will appreciate any assistance you can provide.

Sincerely,

M.F.T.

M.F. Thornton
Associate Director of Curriculum

cc: Mr. H. Mosha ✓

APPENDIX B

Interview Schedule

SECTION A

1. What was the rationale for the curriculum change? How was the rationale developed over time?

2. Was the rationale backed up by any body of theoretical knowledge?

3. What standards were employed to judge the deficiencies and the need for the new curriculum?

4. Were the goals of the new program consistent with the aims of education in Alberta?

5. Who initiated the courses of action and why?

6. Was the resolve for a new curriculum politically motivated?

7. What criteria were used to select members who participated at different levels in the curriculum development phase?

8. What groups and individuals participated directly, or were able to influence the process?

9. What economic considerations were taken into account?

SECTION B

10. Who determined what persons should participate in different meetings?

11. Who called the meetings?

12. How did deliberations originate and by whom were they initiated?

13. What sorts of major questions were considered in the meetings?

14. What proposals oral or written were made and by whom?

15. What alternatives were considered?

16. What were the arguments for and against alternatives?

17. What data were presented to either refute or support certain positions?

18. How was judgement arrived at in the deliberations? Was it through experience, conventional wisdom or speculation?

19. Was there any relationship between potential leverage and the criteria on which the decisions were based?

20. What other factors in the wider environment appeared to have influence on the decisions that were reached?

21. What legal and structural changes were instituted to facilitate the process of curriculum revision?

22. What linkages of a formal nature existed among participants and influentials in the curriculum development.

SECTION C

23. What decision points in the deliberations were judged crucial?

24. What was the major changes in the development of the Language Arts Program?

25. To what extent did the final policies adopted reflect consensus among the participants?

26. What feasibility studies warranted the initiation of changes of the New Curriculum in Alberta Elementary Schools?

APPENDIX C

Legal and Structural Organization of Curriculum Development for Alberta Education

According to a paper by the Curriculum Branch (September, 1977:1) the legal authority for developing curriculum in Alberta is enshrined in the statutory provisions of "The School Act, 1970." Under Section 12(2) The Minister may

> (a) prescribe
> (i) Courses of study or pupil programs or both and
> (ii) Instructional materials, and
> (b) Approve any course of study or pupil program submitted to him by a board, but instruction in the course of study or pupil program shall not commence without the prior approval of the Minister in writing.

The School Act also stipulates that:

> 13. The Minister may in his discretion delegate all or any of his powers under Section 12 to a board with or without restrictions.

Under the Alberta Regulation 224/75 the regulations for delegating power to school boards for the selection of instructional materials, provided under Section 13 above specify that:

> 2. A board may prescribe instructional materials, in addition to, or in substitution for those instructional materials prescribed for use under section 12, subsection (2) clause (a) sub-clause (ii) of the act.
>
> 3. Where a board prescribes instructional materials under section 2, it should do so by resolution of the board.
>
> 4. A copy of a resolution made under section 2 shall be sent to the Minister.

The legal authority for curriculum development in Alberta also falls under "Policy Provisions: Ministerial Order, 1977" and sections 12 and 13 of the Revised School Act. According to the Curriculum Branch's paper (September 1977:2) the Ministerial Order, 1977 specifies that

(a) ... courses of study will be prescribed. However, the nature of this prescription will tend to be broad[1] and will consist of statements of minimum content expressed in terms of concepts, processes, experiences or skills. While such courses will form the basis for instruction, it is expected that within the framework of the prescribed courses, many decisions will be made at the district, school and classroom level in order to meet the needs of particular groups of students as well as the needs of individual students....

(d) With respect to section 12(2)(b) of the School Act, it is expected that requests from school boards to the Minister will involve only those situations where the proposed courses of study or pupil program are substantially or completely different from courses prescribed by the Minister. Requests to the Minister should normally contain:

(i) the objectives of the course or program
(ii) the course outline stated in terms of concepts, processes, experiences or skills
(iii) the instructional materials to be used
(iv) the prospective enrolment
(v) special facilities or equipment necessary to offer the course or program
(vi) proposals for evaluation of the course or program.

These legal provisions are facilitated by the Departmental Structure and functions for curriculum development.

Departmental Structure

The structure used is a network of levels of decision-making. It is based on the premise that those with legitimate interests should have a voice when significant decisions are being made.

Diagramatically the structure is presented in figure A1.

---

1. In programs approved beginning in 1976-77 the prescription with respect to objectives and content have become more specific. Consequently the local option for interpretation has been reduced.

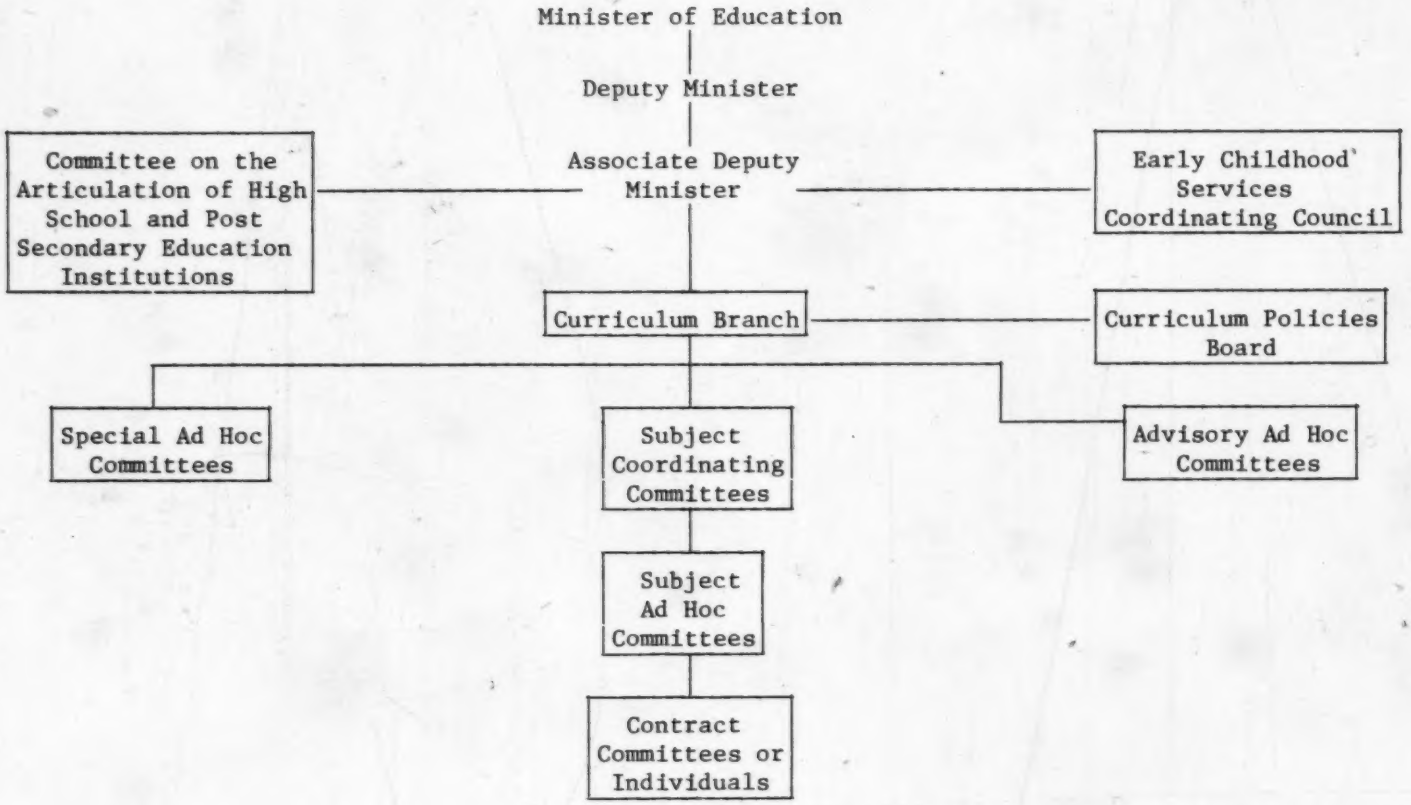

Minister of Education
Deputy Minister
Committee on the Articulation of High School and Post Secondary Education Institutions
Associate Deputy Minister
Early Childhood Services Coordinating Council
Curriculum Branch
Curriculum Policies Board
Special Ad Hoc Committees
Subject Coordinating Committees
Advisory Ad Hoc Committees
Subject Ad Hoc Committees
Contract Committees or Individuals

Figure A1 Departmental Structure, Alberta Education.

Source (Curriculum Branch)

Despite the fact that the structures sketched above (figure A1) have some influence on curriculum policymaking the major task of developing curriculum is undertaken by the Curriculum Branch (figure A2). A description of the purposes and functions of the Curriculum Branch follows.

Purpose of the Branch

According to a (September 1977:5 paper) by the Curriculum Branch the purposes of the Branch is to:

> review, develop and diffuse programs of study, and the related regulations, guidelines and learning resources, for the adoption as provided for under sections 12 and 150 of The School Act.
>
> Assist in coordinating the services of the branch with the services of other branches, departments, governments and other agencies.

These purposes are accomplished by various committees which execute the tasks assigned to them by the Branch. Hence the functions of the Curriculum Branch encompass a totality of the different functions undertaken by the Curriculum Policies Board and the various committees.

In more explicit terms, according to the September (1977:5) paper by the Curriculum Branch its functions were spelt out as the following:

1. To review, develop and diffuse programs of study, related regulations and guidelines for basic education.
2. To identify, acquire, develop, produce and distribute, for purposes of implementation, support materials for the programs of study.

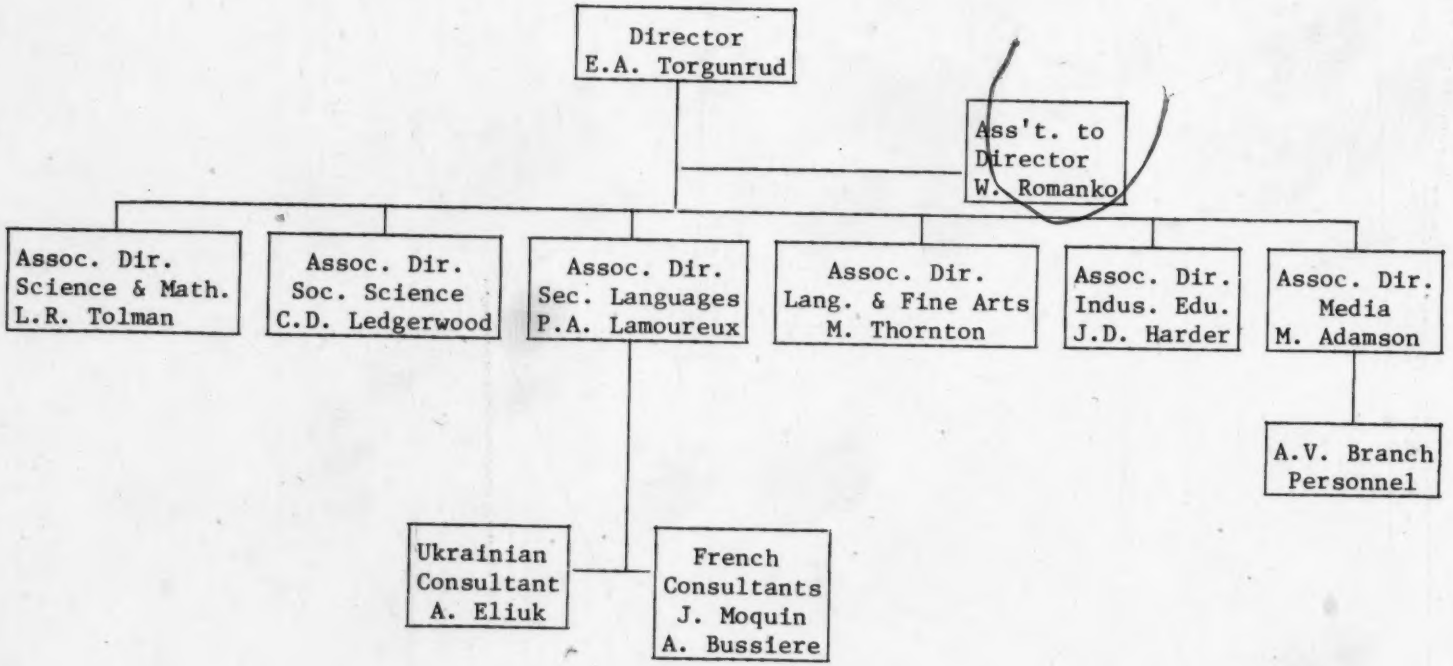


Figure A2 Curriculum Branch Structure

Source (Curriculum Branch, Alberta Education)

3. To advise regarding models for review, development, diffusion and adoption of programs of study.
4. To provide support services to the branch functions by way of utilization of personnel, provision of facilities, common services and consultation.
5. To coordinate the services of the branch with the services of other branches, departments, governments, agencies and individuals with corresponding educational interests.

An explanation of the role of the Board and the committees in implementing these functions is provided below.

The Curriculum Policies Board

In 1976 the curriculum committee and board structures operative during the previous decade were changed. Henceforth, according to a paper by the Curriculum Branch -- "Curriculum Decision-Making in Alberta: Structures, Processes, and Issues (undated) the Curriculum Policies Board is structured as follows:

Membership. The board consists of sixteen members:
Chairman (Director of Curriculum)
6 members from the public at large.
3 practicing classroom teachers.
1 representative from Alberta Education.
1 representative from the A.T.A.
1 representative from the A.S.T.A.
1 representative from the Conference of Superintendents.
1 representative from the Legislative Assembly.
1 professional educator from the post-secondary sector.

The Board also undertakes the following functions.

Functions. The Curriculum Policies Board deals with the broad policies relating to the curriculum for Grades 1-12 in the province of Alberta. The Board recommends to the Minister policies concerning procedures and programming. Its frame of reference includes the following procedures.

Procedures. The undated paper referred to above adds that the Board shall formulate recommended policies and by-laws concerning matters such as:

a) the structure, functions and procedures of a network for curriculum development, curriculum implementation and related matters;
b) procedures for receiving, appraising and forwarding to the Minister of Education, with recommendations for approval or non-approval, policies which are submitted for the Board's consideration by other elements in the curriculum decisionmaking network;
c) the frequency, location and format of board meetings.

The next tier in the series is the Subject Coordinating Committees formerly referred to as the Curriculum Communications Committee.

Subject Coordinating Committees

According to the aforementioned undated paper the membership structure of the Coordinating Committees is as follows.

Membership. The size of these committees normally varies from 8 - 10, depending on such factors as the number of courses involved, the levels of responsibility (i.e., elementary and/or secondary), and the accent being given to developmental work in the particular subject area.

Appointments from the nominations of the A.T.A. account for 50% of the membership, with consideration in selection being given to such factors as expertise in the developmental area under review, current experience at the grade levels concerned, geographic and urban-rural distribution, proportional representation between public and separate systems, and sex distribution related either to proportions in the teaching force or in the teaching force in the subject area. The remaining 50% of the membership is constituted of: 1 or 2 University representatives chosen from nominations by Deans of appropriate Faculties; 2 school system representatives appointed by the Curriculum Branch; a chairman from the Department appointed by

the Department. The Directors and Associate Directors of Curriculum are ex-officio members. From time to time Departmental and non-departmental people are asked to join the committees as participant-observers without voting privileges.

The membership tenure is guided by the following provisions.

Tenure. Appointments are normally four years in duration, but subject to review in the light of individual or institutional needs. Coordinating Committees meet at least two times a year.

The Coordinating Committees are charged with the following functions.

Functions. In most cases these committees have specific subject or combination of subjects responsibility from grades 1-12. When restructuring on the 1-12 basis is completed there will be eleven such committees. Their mandates are charted by the Curriculum Policies Board and involve:

a) assessing the individual and societal needs with respect to the area of study;
b) determining the primary and secondary responsibility of the area with respect to the basic goals of education;
c) defining the general objectives for the area of study;
d) identifying the content (major knowledge, skills and values) to be dealt with in the area of study;
e) recommending the learning resources to accompany the area of study;
f) producing service materials to assist implementation of a program of study;
g) calculating the cost of implementation with regard to learning resources, facilities and teacher in-service;
h) determining the criteria upon which an area of study is to be evaluated.

Further down the hierarchy are the subject Ad Hoc Committees.

Subject Ad Hoc Committees

The same undated paper provided the following as being the membership structure of the subject ad hoc committees.

Membership. The maximum number of members is normally 6 or 8, relative to the size of the parent coordinating committee. Consultation with the Director of Curriculum is required if membership is to exceed the above limit. Membership is nominated by the appropriate staff of the Curriculum Branch, with the assistance of suggestions from the Alberta Teachers' Association, the school systems and the universities. Chairmen of committees are designated by the parent coordinating committee.

Normally articulation and coordination between the committees and the staff of the Curriculum Branch is conducted through the Director or Associate Director having responsibility for the subject area under review. In other matters Ad Hoc Subject Committees are responsible to the parent coordinating committee. The paper also provided the following to be the tenure and the functions of the coordinating committees.

> Tenure - Ad hoc committees serve at the pleasure of the parent coordinating committee, in consultation with the appropriate member of staff of the Curriculum Branch.
>
> Functions - Ad hoc committees are responsible for needs-assessment, developmental, implementation or evaluation tasks assigned by the coordinating committee to which the committee reports.

The amount of influence exerted by these structures in the actual curriculum policymaking process is discussed in the report.

APPENDIX D

Lists of Curriculum Committees and Board Members

1. Lists are presented according to sequence provided in Table 4.

2. Except for the Elementary Curriculum Committee, the Elementary Coordinating Curriculum Committee and the Elementary Language Arts Committee where lists of members were not available over a period of time, the other lists show the number of members retained on committees over a period of time.

3. Sources of the lists are minutes of meetings held on or between the specified dates unless stated otherwise.

4. Drs. Hrabi, Torgunrud, Nixon and Thornton seemed to be some of the members who were on most of the committees, then followed by Mary Cossit and Margaret Albiston.

ELEMENTARY LANGUAGE ARTS COMMITTEE (1973)

Mr. B. Gommeringer (Chairman), Department of Education, Lethbridge
Mr. D. Hunt, Red Deer Public School District
Mr. D. Kerber, County of Lethbridge
Dr. P. McFetridge, Faculty of Education, University of Alberta
Miss N. Nelson, Medicine Hat Public School District
Mrs. F. Onyschuk, Westlock School Division
Miss M. Stratton, Edmonton Separate School District
Dr. E.A. Torgunrud, Department of Education, Edmonton
Dr. M.F. Thornton, Department of Education, Edmonton

Former members of the committee

Mr. K.D. Nixon (Past Chairman), Department of Education, Red Deer
Miss E. Bradshaw, Edmonton Public School District
Mrs. Corbett, Calgary Public School District
Mr. M. D'Andrea, Willow Creek School Division
Dr. P.A. Lamoureux, Department of Education, Edmonton

Source: Alberta Education, Elementary Language Arts Handbook, Interim Edition 1973.

MEMBERS OF THE ELEMENTARY SCHOOL CURRICULUM BOARD

	Name and Designation	7/11/1968	22/5/1970	12/12/1972
1.	Dr. J. Hrabi, Director of Curriculum, Chairman	*	*	*[4]
2.	Mr. A. Bianchini, Alberta Teachers' Association, Picture Butte	*	*	-
3.	Mrs. D. Balfour, Alberta Teachers' Association, Edmonton	*	*	-
4.	Dr. E. Church, Director of Special Services	*	*	*
5.	Mrs. C. Furgeson, Home and School Association, Calgary	*	*	-
6.	Mr. O. Geiger, Superintendent of Elementary Schools, Calgary	*	*	-
7.	Dr. L. Hall, Director of School Administration	*	*	-
8.	Mr. H. Hastings, Elementary School Consultant	*	-	-
9.	Mr. F. Hoskyn, Alberta Teachers' Association, Calgary	*	*	-
10.	Mr. P. Lamoureux, Associate Director of Curriculum (Languages)	*	*	*
11.	Mr. D. Ledgerwood, Elementary Education Consultant, Grande Prairie	*	*	-
12.	Mr. W. Lencucha, Elementary Education Consultant, Lethbridge	*	*	*
13.	Mr. K. McKenna, Supervisor of Physical Education, Calgary	*	*	-
14.	Mr. R. Morton, Associate Director of Curriculum (Media)	*	*	-
15.	Dr. S. Odynak, Associate Director of Curriculum (Secondary)	*	*	*[3]
16.	Mr. K. Nixon, Elementary Education Consultant, Red Deer	*	*	-
17.	Sister Mary Philips, Alberta Teachers' Association, Rycroft	*	*	-
18.	Mr. N. Purvis, Faculty of Education, University of Alberta	*	*	*
19.	Dr. R. Rees, Chief Superintendent of Schools	*	*[1]	-
20.	Mr. M. Strembitsky, Director of Elementary Curriculum, Edmonton Public School District	*	-	-
21.	Mr. E. Torgunrud, Associate Director of Curriculum (Elementary) Secretary	*	*	*[2]
22.	Dr. T. Bryne, Deputy Minister of Education	*	-	-
23.	Dr. E.K. Hawkesworth, Director of Field Services	-	*	-
24.	Mr. B. Prunkl, Director of Staff Development, Edmonton Public School Board	-	*	-
25.	Mr. M.F. Thornton, Elementary Education Consultant, Grande Prairie	-	*	-
26.	Mr. R. Alexander, Ministers Advisory Committee on Curriculum and Instruction	-	-	*
27.	Mr. G.L. Fowler, Superintendent of Elementary Schools, Calgary Public School Board	-	-	*
29.	Mr. B. Gommeringer, Educational Consultant, Lethbridge Regional Office	-	-	*
30.	Mr. G.B. Hawley, Educational Consultant Curriculum Branch	-	-	*
31.	Mr. A.E. Kunst, Educational Consultant, Edmonton Regional Office	-	-	*
32.	Mr. J.B. Mahoney, Alberta Teachers' Association, Lethbridge	-	-	*
33.	Mrs. J.M. Martin, Alberta Teachers' Association, Ponoka	-	-	*
34.	Mr. K.O. Peterson, Educational Consultant, Calgary Regional Office	-	-	*
35.	Mr. B. Brunner, Educational Consultant, Edmonton Regional Office	-	-	*
36.	Mr. W.R. Prunkl, Assistant Superintendent, Edmonton Public School Board	-	-	*
37.	Miss A. Romaniuk, Alberta Teachers' Association, Edmonton	-	-	*
38.	Mr. F.C. Schreiber, Educational Consultant, Red Deer Regional Office	-	-	*
39.	Dr. H.G. Sherk, Associate Director of Curriculum	-	-	*
40.	Mrs. B. Strong, Home and School Association	-	-	*
41.	Mr. D.R. Taylor, Conference of Alberta School Superintendents, Grande Prairie	-	-	*
42.	Mr. C.M. Ward, Educational Consultant, Edmonton Regional Office	-	-	*
43.	Dr. W.R. Duke, Acting Director of Field Services	-	-	*
44.	Mr. J.C. Rea, Educational Services, Alberta School Trustees' Association, Edmonton	-	-	*
45.	Mr. S. Schwetz, Alberta School Trustees' Association, Smoky Lake	-	-	*
46.	Mr. L.P. Cluff, Alberta Teachers' Association	-	-	*
	Total	23	23	27

* Membership
*[1] Promoted to Associate Minister
*[2] Promoted to Director of Curriculum
*[3] Promoted to Director of School Buildings Branch
*[4] Promoted to Associate Deputy Minister of Education

MEMBERS OF THE ELEMENTARY COMMUNICATIONS CURRICULUM COMMITTEE

Name and Official Status	28/11/1973	9/6/1976
1. Mr. D. Ballard, Teacher, Okotoks School	*	*
2. Dr. P. Browne, Faculty of Education, University of Alberta	*	*
3. Miss M. Cossit, Reading Specialist - Edmonton Catholic Schools	*	*
4. Mrs. G. Dunnwebber, County of Lacombe #14	*	*
5. Dr. E. Plattor, Department of Curriculum and Instruction, University of Calgary	*	*
6. Mrs. M. Rigaux, Teacher, Princher Creek Canyon School	*	-
7. Mrs. Joyce Thain, Kildare Elementary School, Edmonton	*	*
8. Mrs. N. Zasandy, Teacher, St. Gerard School, Grande Prairie	*	-
9. Dr. M. Thornton (Chairman), Curriculum Officer, Alberta Education	*	*
10. Dr. K. Nixon, Department of Education Red Deer	-	*

MEMBERS OF THE EXPRESSIVE LANGUAGE ARTS AD HOC COMMITTEE

Name and Official Status	22/10/1974	5/3/1976
1. Phill Goodall, Teacher, Catherine Nichols Gunn Elementary School	*	*
2. Juliet Herbert, St. Albert, Alberta	*	*
3. Bob Jackson, Professor, Department of Elementary Education, University of Alberta	*	*
4. George Lagore, Assistant Superintendent of Schools, High Prairie	*	*
5. Ken Nixon (Chairman) Department of Education Red Deer	*	*
6. Margaret Stevenson, Edmonton Public Schools	*	*
7. Merv Thornton, Associate Director, Alberta Education	*	*
8. Ron Wallersheim	*	*
9. Mr. Burke	-	*

MEMBERS OF THE RECEPTIVE LANGUAGE ARTS AD HOC COMMITTEE

	Name and Official Status	21/10/1974	15/9/1
1.	Bernie Brunner (Chairman) Language Arts Consultant - Alberta Education	*	*
2.	Merv Thornton, Curriculum Officer, Department of Education	*	*
3.	Margaret Albiston, Humanities Co-ordinator	*	*
4.	Muriel Martin, Assistant Superintendent, St. Albert	*	*
5.	Warren Wilde, Reading Professor, University of Alberta	*	*
6.	Jane McGarty, Teacher	*	*
7.	Ester Huck, Teacher--Secretary	*	*
8.	June Scott, Teacher, Fort McMurray	-	*

MEMBERS OF THE JOINT EXPRESSIVE-RECEPTIVE LANGUAGE ARTS COMMITTEE

	Name and Official Status	3/6/1975	20/1/1978
	Expressive		
1.	K.D. Nixon, Language Arts Consultant, Alberta Education	*	-
2.	P. Goodhall, Teacher, Catherine Nichols Gunn Elementary School, Calgary	*	*
3.	Juliet Hebert, St. Albert, Alberta	*	*
4.	G. Lagore, Assistant Superintent of Schools, High Prairie	*	*
5.	Margaret Stevenson, Supervisor of Language Arts, Edmonton Public School Board	*	*
6.	R. Wollershiem	*	-
7.	Merv Thornton (Chairman) Curriculum Officer, Department of Education	*	*
	Receptive		
1.	Margaret Albiston, Supervisor, Lethbridge School District #51	*	*
2.	Jane Scott, Teacher, Fort McMurray	*	*
3.	Warren Wilde, Reading Professor, University of Alberta	*	*
4.	Bernie Brunner, Language Arts Consultant, Alberta Education	*	*
5.	Esther Huck, Teacher, Eugene Coste Elementary School, Calgary	*	*
6.	Jane McGarty, Teacher	*	-
7.	Murriel Martin, Assistant Superintent, St. Albert	-	*

MEMBERS OF THE LANGUAGE ARTS CURRICULUM COORDINATING COMMITTEE

	Name and Official Status	28/1/1977	13/1/1978
1.	Dr. Carl Braun, Faculty of Education, University of Calgary	*	*
2.	Miss Mary Cossit - Reading Specialist, Edmonton Catholic Schools	*	*
3.	Mrs. Mavis Hagedorn, Teacher, Callinge Junior-Senior High School	*	*
4.	Mr. John Hawrelko, Teacher, Thorhild Academic-Vocational High School	*	*
5.	Mr. David Leonard, Teacher, Abasand Elementary School	*	*
6.	Mrs. Patricia Mary McBlane, Supervisor of Language Arts, County of Strathcona	*	*
7.	Mrs. Theresa Spreiter, Teacher, Beaver River School	*	*
8.	Mr. Bill Washburn, Calgary Board of Education	*	-
9.	Dr. Ken Nixon (Chairman) Language Arts Consultant, Alberta Education	*	-
10.	Dr. Merv Thornton (Chairman), Associate Director, Alberta Education	-	*

MEMBERS OF THE CURRICULUM POLICIES BOARD

	Name and Official Status	28 & 29/9/1976	29 & 30/11/1977
1 year	1. Mrs. Doreen Brilz, Junior High School Teacher, Medicine Hat	*	*
	2. Rev. R.J. Smith, Assistant Pastor, Central Tabernacle, Edmonton	*	-
	3. Dr. Gerald Berry, Faculty of Education, University of Alberta	*	*
	4. Mrs. Doris Christie, Ex-Teacher, Trochu	*	*
	5. Mrs. Shirley Van Eaton, Vice Principal, Elementary, Didsbury	*	*
2 years	6. Mr. John Curran, Chairman, Calgary Public School Board	*	*
	7. Mr. Hans Weissenborn, Industrial Education, Victoria Composite Sherwood Park	*	*
	8. Mr. Gerald V. Schuler, 35 Uniform	*	*
	9. Mrs. Lois Milner, Ex-teacher	*	*
	10. Mr. R.W. Chapman, Conference of Consultants, Edmonton	*	*
3 years	11. Mr. Ron Tesolin, MLA, Lac La Biche, Alberta	*	*
	12. Mr. Keith Wagner, Grande Prairie	*	*
	13. Mr. Jake Woloschuk, A.T.A. Representative, Calgary	*	*
	14. Mrs. Frances Creigie, Alberta Schools Trustees Association	*	-
	15. Dr. J.S. Hrabi, Associate Deputy Minister, Alberta Education	*	*
	16. Dr. E.A. Torgunrud, Director of Curriculum, Alberta Education	*	*
	17. Mr. Halvar Johnson, Ponoka, Alberta	-	*

APPENDIX E

Communications Model

THE CHILD

INDIVIDUAL		COMMUNICATION		CURRICULUM		
Development	Characteristics	Integrative Strands	Components	Curriculum Experiences		
		1. Fluency to control	1. Communication Process - understanding of process - generating meaning			
	1. Physical - multi-sensory - active - sex	2. Active to oral to written	2. Knowledge of Communication Modes Language Mode - phonology - lexical items	Receiving	Processing	Expressing
		3. Specific to general to application	- syntax - morphology - semantic meaning Other Modes - movement	- listening - reading	- thinking (cognitive) - feeling (affective)	- speaking - writing
	2. Intellectual - curious - creative		- sound - visual	- viewing		- moving
1. Growth Patterns	- imaginative - logical	4. Simple to complex	- oral - written - multi-modal	- hearing - seeing	- acting (psychomotor)	- singing - drawing
			3. Communication and Self - knowing self and others	- touching		
		5. Concrete to abstract	- perceiving reality - shaping one's environment	- tasting		
2. Individual Differences	3. Emotional - expressive - visceral			- smelling		
		6. One-level usage to multi-level usage	4. Determiners of Communication *Context* -individual - peer group - home - school - community - media			
3. Integrative	4. Spiritual		*Function* For example - informative - expressive - directive			

Basic model was developed by a student seminar under the direction of Dr. P. A. McFetridge, University of Alberta, Edmonton

Source: Elementary Language Arts Handbook (p. 11)

APPENDIX F

Membership Size of Groups Represented in the Language Arts Conference

A.T.A. 2	Language Arts Coordinators 2	Director of Communication 1	Calgary Public School Board 2	Supervisors of Instruction 4	Professors 12	Superintendents 5	Reading Specialist 1
Language Arts Consultants 12	Heads of English Department in Schools 20	Alberta Federation of Home and School Association 2	Reading Consultant 1	Coordinator of Visual Education 1	Parent 3	Associate Directors of Curriculum 2	Alberta School Trustees Association 2
Communication Consultant 1	Curriculum Associate 1	Elementary Education Consultant 1	Librarian 1	Principals 2	Language Arts Resource Person 1	Director of Curriculum 1	--

APPENDIX G

Detailed Account of the Criteria for Selecting Materials for the Language Arts Program

Following a letter from the Associate Director of Curriculum dated July 6, 1971 to the Language Arts Ad Hoc Committee indicating that a proposal of the interim program had been well received by the Board and approved in principle "a go ahead" was granted to the committee to structure the pilot program. The committee was asked to write a descriptive review of recommended series in accordance with the *Guide for Examination of Materials*. This review was not intended to be lengthy or in detail, but global in nature. Furthermore, they were asked to rank the series in order of preference. Publishers contacted were asked to bear fifty percent of the cost of the materials.

Tentative Proposals. It was specified in the letter referred to above that pilot projects for the basic materials should begin in September, 1971. The Board's parameters for establishing the pilots were:

1. Selection of twelve control schools in addition to the six pilot schools directed by members of the committee. Selection of the schools had to be made primarily on the basis of student differences and school location.
2. All recommendations would be used in each class on a divided basis, e.g., one-third of a class set for each of the three series.

In its progress report of 10/11/1971 to the Elementary School Curriculum Board, the Elementary Language Arts committee indicated that it had met on June 15, 1971 and organized the following pilot classes for the four elementary language arts series selected by members.

1. Region (Grande Prairie)
   a. 2 schools
   b. 12 classes
2. Region 2 (Athabasca)
   a. 2 schools
   b. 12 classes
3. Region 3 (Edmonton)
   a. 3 schools
   b. 18 classes
4. Region 4 (Red Deer)
   a. 2 schools
   b. 12 classes

5. Region 5 (Calgary)
   a. 2 schools
   b. 12 classes

6. Region 6 (Lethbridge)
   a. 6 schools
   b. 18 classes

The criteria for selecting the schools were based on an agreement reached in the meeting of the Elementary Language Arts Committee held in Red Deer on May 13 & 14, 1971. It was resolved in the Red Deer meeting that tentatively recommended books would be evaluated by each committee member. Following the analysis, committee members would oversee pilot projects by having one project in their schools and choosing another school in the same neighbourhood or jurisdiction to do some inservice.

Another report of the Elementary Language Arts Committee to the Elementary Curriculum Board (December 12, 1972) pointed out that classrooms selected for piloting the series represented a variety of types of schools across Alberta, including city schools, town schools, and rural schools. The pilot project teachers were volunteers in or near schools in which committee members taught. In addition, a number of other schools were selected to ensure that the materials were tried out in a fairly representative sample of Alberta classrooms. A half-day workshop was held with the pilot project teachers for the purpose of acquainting them with the curriculum model and the objectives of the project. Consultant services were available from committee members and regional office consultants throughout the project. Meetings were also held with teachers to discuss the evaluation form. A list of written comments made by teachers was compiled.

A full contingent of consultants visited classrooms to ensure that at least all the schools had the materials in the first month.

Then, they visited the teachers to see them teaching. They consulted both teachers and the children to ensure that the schools were using the materials. If they were not being used the committee members had the authority of moving the materials to another school. Teachers filled an evaluation form and returned it to the Branch. Pilot summaries were prepared by consultants/superintendents from the six zones. Meantime, committee members appraised the materials and made their own recommendations.

The pilot teachers were brought to Edmonton at the expense of Alberta Education for two days evaluation. They handed in their written evaluations and then made oral evaluation. The oral evaluation was done in small groups, with some sections being tape recorded. Then, a joint meeting was held to synthesize the concerns.

Major problems encountered in the pilot project as summarized in minutes of the Elementary Language Curriculum Committee (June 5 & 6, 1972) and the "Pilot Project Summary Elementary Language Arts" revealed the following:

1. The duration of the pilot project was short.

2. There was insufficient time to use effectively the ideas from the other three series.

3. Some materials arrived later than others.

4. Some series were somewhat incomplete since additional materials were needed for integration in the language arts.

5. Some teachers were not adequately acquainted with the model to fill out the forms.

6. Teacher differences made considerable difference in evaluating textual materials.

7. Integration with reading was virtually overlooked in all series. Integration within the language arts appeared to be possible except for series that required additional materials. Little attention was also paid in the series to integration in other cultural imperative fields.

The Department synthesized reactions and recommendations of the above mentioned groups then recommended the following criteria for further evaluation of textbook series which had been placed on the short list.

"Textbook Evaluation Criteria" as agreed in the meeting of the Elementary Language Committee (September 21 & 22, 1972) had to be

1. Consistent with point of view of the model in respect to
   a. Teaching Strategies
   b. Curriculum Experience
   c. Grammar
   d. Evaluation

   Both practical and theoretical positions were considered.

2. Teacher Evaluations
3. Canadian Content
4. Economics
5. Completeness of Program
6. Readability Level
7. Cost per book.

After careful consideration of each series a list of selected textual materials were recommended to the Elementary Curriculum Board for approval. The Board in its December 12, 1972 meeting passed a motion accepting the textual materials for implementing the interim Language Arts curriculum.

1978 Program. The procedure for analysing, piloting and recommending materials for the 1978 program was more thorough compared

to the 1973 strategy. By two motions of the Elementary Expressive and Receptive Ad Hoc Committees (November 2, 1975) it was moved, seconded and carried that the ad hoc committees should not consider piloting of any new materials at that time, and that the language arts policies committee be requested to set specific criteria and procedure for piloting of new language arts materials. Materials were made available and analysed before any piloting was done. Letters were sent to publishing companies requesting them to submit materials. Once the materials were available they underwent EPIE (Education Products Information Exchange) analysis. Dr. Thornton outlined the EPIE plan for analyising materials in the joint meeting of the Expressive and Receptive Language Arts Ad Hoc Committee (November 20, 1975) as follows:

Identification → analysis → judgement → selection → pilot.

Dr. Thornton added that a number of documents were analysed to determine the criteria for evaluating the materials. These documents included:

(1) Evaluation forms (1968) for basic and literary readers.
(2) Evaluation forms for Elementary English Texts.
(3) System for analysis of materials (SAM).
(4) Evaluative Criteria (Department of Education, June 1975).
(5) EPIE Evaluation Form.
(6) Minutes, September 20, 1974, re criteria.
(7) Criteria for Reading and Language from Edmonton Public School District.

After reviewing the various documents a motion was put forward and carried that the Elementary Curriculum Communications Committee recommend the use of EPIE form for the analysis of materials with

the provision that the ad hoc committees make any necessary adaptations.

The committee members were given two to three days of inservice on EPIE analysis. EPIE analysis asked a lot of questions about the intent of the program, the methodology, the way the content was organized and how evaluation was to be conducted. A group of two to three committee members assessed each piece of material following this criteria, then compared the information they gathered from the individuals and sub-groups in a full committee setting. The materials were then compared with the curriculum for consistency. As a result of EPIE analysis a number of materials were eliminated from further consideration.

In a Joint Expressive and Receptive Language Arts Ad Hoc Committee meeting (June 3, 1975) it was decided that after the analysis the important tasks that remained was chosing the classrooms where the materials had to be piloted. The pilot classrooms were chosen by two groups of people.

(1) Department of Education - Dr. Thornton

(2) Regional office consultants

Selection of pilot classrooms was based on

(1) Geography

(2) Type of classrooms - i.e. open, closed, etc.
- ethnic, mixtures
- mixed grade classrooms
- urban and rural

(3) Some balance as to sex.

Prior to piloting of the instructional materials, approximately 75 classroom teachers and 15 consultants participated in the two-day

inservice in Edmonton (Spring 1976) for the purpose of:

(1) understanding the basic philosophy underlying the proposed elementary language arts program; and

(2) receiving information about the instructional materials.

At the conclusion of the piloting period (Spring 1977), pilot teachers gave their opinions about the underlying philosophy of the program and the instructional materials they piloted. A written evaluation and oral responses at a one-day session in Calgary and Edmonton provided detailed feedback on the pilot.

So in a joint meeting of the Expressive and Receptive Language Arts Ad Hoc Committees (June 9 and 10, 1977) it was decided that comments gathered from group meetings (Calgary, Edmonton) EPIE syntheses and final teachers' written evaluations form the major basis on which the final materials were to be selected. In a subsequent meeting of the Expressive, Receptive Committee (September 13 and 14, 1977) the following criteria for selecting materials was accepted.

1. Integration of language arts.
2. Cost.
3. Ease of implementation by the teachers.
4. Canadian content.
5. Completeness of the core materials.
6. Balance regarding the academic ability of the students.
7. Emphasis on the language arts components, particularly language.
8. Emphasis on materials which would help the child in his learning as opposed to materials which were designed to teach teachers how to teach.

The above format was applied in selecting materials that were used to implement the new program. The recommended materials were endorsed by the Curriculum Policies Board (November 29 and 30, 1977).

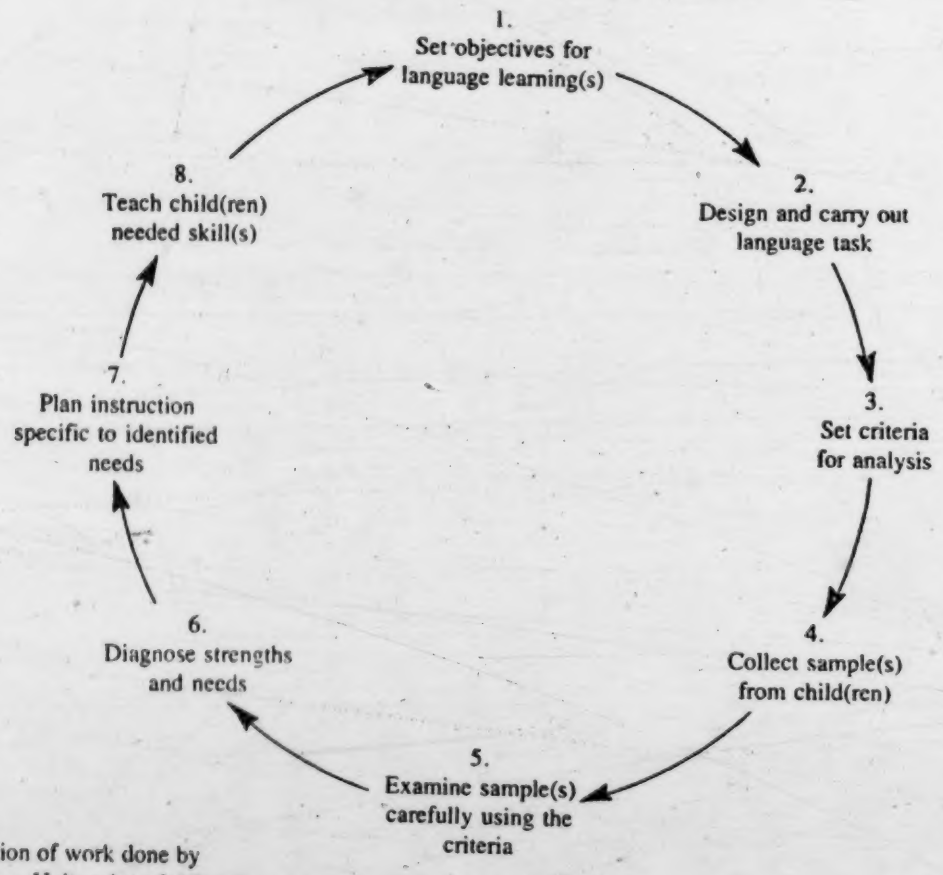
The Curriculum Policies Board recommended that the new materials should be phased in gradually since some of the old materials could be continued. It also stressed that school boards would be faced with

the purchase of the new materials regardless of the nature of the program because some of the old materials were going out of print.

The Department has now a new policy of continuous piloting and recommending new materials. Hence, some materials were being piloted in the 1978/9 school year as well. In case there were some very good materials that came up within the six years, by the current conventions of the Curriculum Branch they could still get into the schools. The core program was to remain unchanged.

APPENDIX H

STEPS IN THE DIAGNOSTIC PROCESS*



*An elaboration of work done by R.K. Jackson, University of Alberta.

Source: Elementary Language Arts Curriculum Guide 1978 - Alberta Education.

APPENDIX I

Letter from a Concerned Principal

January 16, 1978

Superintendent of Schools

Dear Sir:

May an old man who has been exposed to at least 5 different English curricula and seriously attempted to meet the objectives of at least 4 of them make a few (perhaps nostalgic) comments concerning the present direction.

I agree completely with the first two paragraphs of the study document. Objectives have been written ad nauseum, but no one has ever succeeded in making them specific. As you say on page 2, "setting down an endless list of Utopian ideals may be an inspiring exercise for curriculum committees, but it will only lead to superficial skimming in the classroom."

After having said these things you become inspired and proceed (with only an occasional qualifier-reasonable, acceptably, some), to describe the product that should result. Since objectives should be attainable by ordinary mortals, and since we are frequently held accountable for the product, our description of the product must be realistic.

Throughout much of your paper you forget the realities of the classroom. At best you have 40 minutes per day for 200 days of the year.

You forget that famous poster about objectives and alligators.

I suggest you re-examine the entire paper with at least ½ of your committee serving as the devil's advocate to stop others from being inspired by the importance of their task and subject matter.

Unfortunately I do not have the old program in English when we had twice as much time (5 credits in Literature, and 5 in Language) as a comparison but I suspect that you have increased the number of objectives from that time rather than decreased them. Have we half the time to do twice as much?

To make it even more difficult you suggest on page 5 that "needs must be identified on an individual basis, and the course requirements tailored accordingly."

Where do I get the time? Further if I do, in a specific case, "tailor the course for the individual", can I then in clear conscience evaluate him on an English 13-23-33 standard?

Not only do you mention a course "tailored on individual needs" but you broaden it still further on page 4 when you say,

> "A major emphasis in all non-academic areas, but English in particular, should be an improvement of attitude, which will come largely through increasing the students self-confidence."

Several facetious questions arise from this statement:

1) If the student fails to improve his self-image, whom do I fail -- student or teacher?

2) How do I evaluate this change in attitude? What percent of the course is attitude worth?

3) If the student fails to achieve a minimum standard in the course, do I pass him so as not to spoil his self-image?

Perhaps something worthwhile can be learned from the Goals of Education issued recently. Goals of education and goals of schooling, you recall are separated. Your document is a fairly comprehensive list of knowledge, skills, and attitudes in and towards the communicative arts necessary to successfully cope with today's complex society. However, to list these things as objectives of English 10-20-30 and 13-23-33 is expecting too much from the student and teacher and promising too much to the student and society.

Succintly the committee must "narrow the topic to fit the purpose" which is to set down the schooling in the communicative arts which it is willing and able to undertake with the time and resources available.

The following pages appear to be approaching those things teachers need to know from a course of study: Page 12-19 to a lesser degree and pages 25, 26, 29, 30.

The others are too philosophical and general: they list "motherhood" points and add very little to the what the course entails.

Your graduate, yea your doctorate in the communicative arts will not supply all the "shoulds" you list. Why list them for a high school graduate?

Sincerely yours,

Principal

APPENDIX J

Procedure for Selecting Teacher Representatives for Curriculum Committees

According to the Associate Director and the A.T.A. representative, teachers on the curriculum committees were nominated by A.T.A. An advertisement indicating the number of the openings appeared in A.T.A. News (see the attached sample for format). Interested members applied for a vacancy. The applications were scrutinized by the A.T.A. Administrative Assistant, Professional Development and potential candidates received formal application forms and joining instructions (see attached forms). The A.T.A. Curriculum Committee then scrutinized the information provided on the application forms and compared it with professional record of the applicant before two nominees were picked for each vacancy that A.T.A. had to provide a representative on the committees. The final selection of committee members was done by the Director of Curriculum in consultation with his Associate Director, Language Arts.

CURRICULUM POLICY COMMITTEES

Teachers invited to serve

The Curriculum Branch of the Department of Education utilizes the services of hundreds of teachers on standing and ad hoc committees reviewing and developing curriculum materials and objectives. Committees operate in various subject areas at the elementary and junior and senior high school levels.

Terms of service vary from one to four years. The Department of Education pays travel, subsistence and reimbursement to school boards for the cost of substitute teachers and provides committee members with an honorarium depending on the number of meeting days. Normally a committee meets three to four times during the school year.

At the present time openings are expected in the following areas:

Elementary* — Language Arts, Social Studies

Junior High — Science, Second Languages

Senior High — Mathematics, Physical Education, Health and Guidance, Second Languages, Business Education, Industrial Arts, and Home Economics

*The Elementary Physical Education, Health and Guidance policy committee has been delayed at the present and will not be functional until the secondary committee has completed its work.

If you would like to be considered for appointment to a committee in one of the fields listed above, fill in the coupon below and mail to Al Jamha, Professional Development Department, Barnett House, 11010 - 142 Street, EDMONTON T5N 2R1.

NAME _____

MAILING ADDRESS _____

SCHOOL _____

TELEPHONE NUMBERS — HOME _____

SCHOOL _____

CURRENT POSITION (GRADE, SUBJECT, DESIGNATION) _____

TEACHING SPECIALTY _____

YEARS OF EXPERIENCE, TOTAL ___ IN ALBERTA ___

DEGREES HELD _____

CERTIFICATE HELD AT PRESENT _____

DEPARTMENTAL CURRICULUM COMMITTEES ON WHICH YOU WISH TO SERVE (SUBJECT AND LEVEL)

_____

A formal application will be sent following receipt of this request form.

Source: The ATA News, Vol. 11, No. 1, September 15, 1976.

The Alberta Teachers' Association
BARNETT HOUSE, EDMONTON

Thank you for submitting your application for nomination to one of the Department of Education Curriculum Committees. In order that your application can be approved by Provincial Executive Council it is necessary that the enclosed application form be completed. A self-addressed, stamped envelope is included for your use.

In general, the teachers recommended by Executive Council possess the following qualifications:

(a) They hold at least a permanent professional teaching certificate, preferably a degree with majors in the subject specialty for which the particular committee is responsible.

(b) Several years of successful teaching experience.

(c) Ability to work with others in a committee setting.

(d) Presently engaged in classroom instruction or supervisor duties in the subject and at the level directly concerned with the activity of the committee designated.

(e) Past experience in curriculum development activity of any kind is a definite asset.

Participation in the curriculum development process at the provincial level is a professionally rewarding experience for the teacher. These are positions of responsibility which oftentimes demand extra time, talent and perseverance. The ATA attempts to ensure that persons recommended to serve in this capacity can and will make suitable contributions.

11010 - 142 STREET, EDMONTON, ALBERTA T5N 2R1 • TELEPHONE (403) 453-2411

The frequency of meetings which are called on school days is dependent on the nature of the activity being undertaken by a committee. During the course of a year the number of meetings could vary from one to several.

The Department of Education assumes responsibility for:

(a) Making formal appointments through a letter of invitation.

(b) Concluding arrangements for release time from regular classroom duties with Board officials and superintendent and notifying these parties in advance of the dates of committee meetings.

(c) Payment of an honorarium for each day of attendance at committee meetings called by the Department of Education.

(d) Reimbursement of committee members for travel and accommodation expenses according to the approved schedule presently in force.

Yours sincerely,

Allan D. Jamha
Administrative Assistant
Professional Development

ADJ/11

Enclosures

FOR OFFICE USE ONLY		
Committee		
PEC Approval		Nominated
Public	Separate	Selected

CANDIDATES FOR ATA NOMINATION TO DEPARTMENT OF EDUCATION CURRICULUM COMMITTEES

1. NAME: Mr. / Mrs. / Miss / Ms. _____ (Last) (First) (Initial)

2. TELEPHONE: Home _____ School _____

3. ADDRESS: _____ (Apt. #, Street #, City, Province, Code)

4. SUBJECT AREAS AND GRADE LEVELS OF INTEREST TO YOU (e.g. Elementary Social Studies):

   1st Preference _____ 2nd _____

5. CURRENT TEACHING INFORMATION:

   a. School _____ b. School System # _____

   c. System _____ d. Grade(s) _____

   d. Designation (Principal, Teacher, etc.) _____

   e. Subject(s) or Course Name(s) and #(s): _____

6. RECORD OF PROFESSIONAL PREPARATION - LIST OF UNIVERSITIES AND/OR TEACHER EDUCATION INSTITUTIONS ATTENDED, DEGREES, MAJORS, MINORS, DATES ATTENDED: _____

   _____

   _____ Perm. Prof. Certificate ___ ___ _____ Yes No Number

7. TEACHING EXPERIENCE: Total Years _____ In Alberta _____ Elsewhere _____ *

   From 19__ to 19__ Years Not Teaching Between These Dates _____

8. LIST EXPERIENCE IN ACTIVITIES RELATED TO CURRICULUM DEVELOPMENT (use back if necessary): _____

   _____

9. LIST OTHER EXPERIENCE IN COMMITTEE WORK (ATA offices, specialist councils or convention organizations, social club, service club, or church work with peers): _____

   _____

10. INDICATE ALL SCHOOL SYSTEMS IN WHICH EMPLOYED AND DATES OF EMPLOYMENT (use back if necessary): _____ _____

    _____ _____

11. LANGUAGES IN WHICH YOU ARE FLUENT OTHER THAN ENGLISH: _____

    _____

12. DATE: _____ 197__ SIGNATURE _____

* If you wish, list out of province experience by province or country on reverse.